



**ADMINISTRATIVE REFORMS COMMISSION**

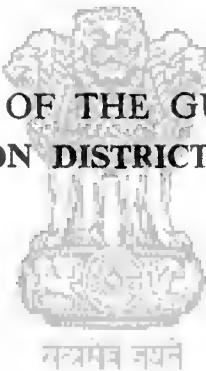
REPORT  
OF THE STUDY TEAM  
ON  
DISTRICT  
ADMINISTRATION  
*नगरपाल नियन्त्रण*

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## REPORT OF THE GUJARAT WORKING GROUP ON DISTRICT ADMINISTRATION



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## I. THE PRESENT SET-UP

**1. Historical background.**—At the time of independence, district administration had been fairly evolved and a well organised system existed in the areas which were directly under British control before independence. But there were no uniform set-up, laws and conventions over any considerably large area of the State. There were some 222 States in Kathiawad with different laws, customs and administrative systems representing feudalism at varying stages of development. There was the Kutch State which was very large in size and which had remained isolated from the rest of the country. In the British Indian portion of Gujarat, the 5 districts of what was then known as Ahmedabad division were interlined with some 148 States and Jagirs varying from Baroda State to various petty States comprising few villages, each under the jurisdiction of Western India States Agency. The integration of Baroda State with its widely dispersed territories and with a system of administration different from and in many respects in advance of the system in the British area presented difficulties no less real than the merger of many of the smaller backward States. This historical background is relevant here because district administration as it existed in the ex-British area was comparatively new to a major portion of the present State of Gujarat. The coming together of areas so administratively heterogeneous naturally led to a certain amount of cross fertilisation of areas. However in the general pattern of district administration, there could be seen certain marked similarities to the other system of administration prevailing in other Ryotwari areas in the country. In earlier period, the main activities of the district administration centered around all matters arising out of the collection of land revenue and administration of land and matters regarding law and order functions with the Collector as the head of the District and as the principal agency of the Government for its activities.

**2. Changes effected.**—The major changes effected since independence in the district administration have their origin in the development of Local Self-Government institution and the increasing importance which the Government gave to social and economic administration. The former Bombay State had divided the State into divisions and a Divisional Commissioner was appointed for each division. On 1-5-1960, when the Gujarat State was formed there were two divisions. One division was added thereafter bringing the total number of divisions in the State to 3 (Rajkot, Ahmedabad and Baroda divisions). Thereafter a major change was brought about when the posts of Divisional Commissioners were abolished on 15-5-1964 and the functions performed by these Commissioners were redistributed as under:—

(1) Functions under the Gujarat Panchayat Act.

- (2) Functions as the Appellate Authority.
- (3) Functions as the Inspecting Authority.
- (4) Functions as the Controlling Authority.

The powers and functions of the Divisional Commissioners under the Gujarat Panchayat Act and the Community Development Programme have been entrusted to the Development Commissioner, a post specially created for the purpose. A new post of Special Secretary to Government, Revenue Department, was created for hearing appeals and revision applications to Government against the orders of the subordinate Revenue Officers. The appellate functions of the Divisional Commissioner are now exercised by this Officer. A post of Revenue Inspection Commissioner was created to take over the work of inspection and supervision of the subordinate Revenue Officers from all the three Divisional Commissioners. Powers and functions of the then Commissioners as controlling authority are exercised by Government unless transferred to any of the officers mentioned above for administrative convenience.

On 1-5-1960 when the Gujarat State was formed there were 17 districts in the State as under :—

- (1) Ahmedabad, (2) Amreli, (3) Banaskantha, (4) Baroda, (5) Bhavnagar, (6) Broach, (7) Dangs, (8) Jamnagar, (9) Junagadh, (10) Kaira, (11) Kutch, (12) Mehsana, (13) Panchmahals, (14) Rajkot, (15) Sabarkantha, (16) Surat and (17) Surendranagar.

As a result of administrative experience, it was considered necessary to constitute a separate district of Gandhinagar with the headquarters at Ahmedabad and to divide the then Surat District into two districts viz., Surat and Bulsar. Accordingly Gandhinagar district was separated from Ahmedabad and Mehsana districts and in the month of May, 1964 Surat was divided into Surat and Bulsar Districts. Thus, there are 19 Districts under 17 Collectors as the Collector, Bulsar holds the charge of Dangs District and the Collector, Ahmedabad holds the charge of Collector, Gandhinagar District.

The district administration is in charge of a Collector who is the chief representative of the Government at the district level and functions as the principal executive agency. He provides the necessary co-ordination for the activities of various departments at the district level. In a general way he keeps himself in touch with the activities of all the State departments at the district level and it is to him that people turn most often for redress of their grievances.

**3. Two wings of District Administration.**—The Government of Gujarat has taken a very important step towards democratic decentralisation by the

formation of District Panchayats and transferring most of the development work in the rural areas to the District Panchayats. There are now two distinct wings of administration in the district; general administration and development work in the State sector under the Collector and other district officers; and, rural development under the District Panchayats. This is an essential and distinguishing feature of district administration in Gujarat State. With the transfer of a large number of developmental functions to the District Panchayat, much of the Government staff at the district level has been placed at the complete disposal of the District Panchayats. The Administrative machinery of the District Panchayats has been strengthened by providing an officer of Collector's rank to be the Chief Executive Officer of the District Panchayat. The sphere of activities of these two wings of district administration may be stated briefly as under :

I. The Collector

Management of land and  
Management of land records;  
Law and Order;  
Civil Supplies;  
Working of Municipalities;  
Activities of development which are not transferred to the Panchayats;  
Residuary and other regulatory functions.

II. District Panchayats.

All developmental activities in the sphere of Agriculture, Primary Education, Public Health, Communications, Social Welfare Co-operation etc.  
Collection of Land Revenue and management of Revenue Records.

With the transfer of the functions of collection of Land Revenue to the District Panchayat a considerable portion of the field staff has been transferred and put under the disposal of the District Panchayats. The Talati, the lowest level traditional revenue functionary responsible for collection of land revenue and maintenance of land and revenue records at the village level is now completely in the employ of the District Panchayat. The Circle Officers above the Talatis have been divided equally between the revenue department and the District Panchayat. In order to enable the District Panchayats to perform their function in the field of recovery of land revenue it has been considered necessary to strengthen its administrative machinery at the district level by providing an Officer of Deputy Collector's rank. This has been brought about by reducing the number of sub-divisions in the state and increasing the average size of a sub-division. This Officer on deputation to the District Panchayat assists the District Development Officer in discharging properly the revenue functions transferred to the District Panchayat.

Another unique feature of District Administration in Gujarat State is the wholesale transfer of nearly 90% of the Government staff at the district and taluka level to the District Panchayats. The District Panchayat is thus provided with an elaborate administrative machinery and by this process,

we have achieved in creating an institutional set up ideal for achieving co-ordination between the various development departments. The following District Level Officers who were functioning independently before are now placed under the direct administrative control of the District Panchayat.

- (1) *The District Agricultural Officer and his staff.*—For all activities of agricultural development—including agricultural extension, supplies, intensive programmes and 80% of the plan schemes of the agricultural department implemented at the district level. The activities of soil conservation, agricultural engineering, mechanised farming and agricultural research and education are not transferred to the District Panchayats but are being looked after by Regional Heads under the direct control of the State Government.
- (2) *Executive Engineer (Roads and Buildings for Panchayat Division).*—The activities of the Public Works Department connected with maintenance and construction of Other District Roads, Village Roads and Village Approach Roads, maintenance of Government buildings transferred to Panchayats. The District Panchayats are also responsible for the execution and maintenance of minor irrigation schemes, check dams, village dams, percolation tanks etc.
- (3) *Administrative Officer (District School Board).*—All activities connected with Primary Education in the non-municipal areas of the district.
- (4) *The District Health Officer.*—All activities of the health department including the maintenance and construction of Primary Health Centres, sub-centres, Ayurvedic dispensaries, rural dispensaries and medical aid and family planning in the rural areas.
- (5) *The District Animal Husbandry Officer.*—For all activities of the Animal Husbandry Department at the district.
- (6) *The Assistant Registrar of Co-operative Societies.*—For all activities connected with the extension of the movement in the district like promotional activities, registration etc. are transferred to the District Panchayat. The powers of State control and regulation are however retained with the Government for which separate staff is maintained at the district level.
- (7) *The District Social Welfare Officer.*—For all activities of the Social Welfare and Backward Classes Welfare at the District.
- (8) *The District Project Officer.*—This officer was formerly the Principal district level officer for activities of Community Development and NES and was in charge of all block activities,

Local Development work and Rural Manpower Projects. All these activities are now transferred to the District Panchayats.

- (9) *The District Village Panchayat Officer*.—This officer was formerly responsible for establishment and proper functioning of Village Panchayats in the district.
- (10) *The District Deputy Collector (Revenue)*.—For supervision of the functions of the Revenue Department transferred to the District Panchayats.
- (11) *The District Statistical Officer*.—This officer who was formerly working under the direct control of the Bureau of Economics and Statistics is now placed under the direct control of the District Panchayat. Collections and supervision of collection of various statistical data for the Government and preparation of District statistical abstracts for the Bureau are the main activities supervised by this functionary.

Thus it is evident that by bringing together the various State Departments at the District level under one unified control of the District Panchayat, an ideal atmosphere is created for both vertical and horizontal co-ordination at the District level. It is with a view to organise these activities and secure a better co-ordinated district administration, an officer of Collector's rank namely the District Development Officer (in the senior scale of the I.A.S) is also provided to the District Panchayat as its Principal Executive Officer. The close inter-connection of the Panchayat bodies at the village, taluka and district level which the Gujarat Panchayat Act, 1961 has attempted to bring about and the placing under one unified control of an elaborate administrative machinery will both go a long way in evolving a better form of district administration.

#### **4. Distinctive features of District Panchayat in Gujarat State (in brief).—**

The three tier system of Panchayat Organisation in the District to-day represents a considerable portion of district administration. The distinctive features of the system in Gujarat are that it has created by means of a single enactment, organically linked autonomous statutory bodies at the three tiers and a powerful executive body at the district level. Of the different subject matter committees of the District Panchayat the Education Committees at the taluka and district levels have a special status. In Gujarat State there is a genuine transfer of powers, functions and duties in the developmental sphere within the district accompanied by a liberal transfer of funds. There is 100% assignment of Land Revenue to the Panchayat Raj bodies along with the transfer of certain regulatory revenue functions. As described earlier the Panchayat organisation has also been provided with adequate administrative machinery to carry out effectively the various activities. This has helped in bringing about under one unified command the various development departments of district administration. Enough

technical officers of the district level are there with the district Panchayats. In addition the Panchayat organisations are in a position to get technical advice and guidance from supra-district level functionaries in the regional level. The regional officers now are to look upon the District Panchayats as their main field agency for carrying out various activities. In addition to this arrangement there is also statutory provision for a State Council for Panchayats to advise Government on all policy matters concerning the Panchayats and developmental activities. The setting up of a Development Commissioners Organisation at the State level is also another important step undertaken for guiding, supervising and controlling the Panchayat Raj institutions. The Development Commissioner through his influence with the heads of technical departments at the State level is in a position to ensure that the District Panchayats get enough support and guidance from the technical departments at supra-district levels.

The District Panchayats in Gujarat have emerged as strong and independent units of government exercising full powers for the activities transferred to them. With a sizeable delegation of administrative, financial and technical powers by all the development departments of the government they are now in a position to bring about a coordinated administration in the district in their field. The Plan implementation has become better at the hands of these district level bodies and a reasonable hope could also be had in that they will contribute more and more in the development of rural areas.

## II. SOME POINTS FOR CONSIDERATION

**1. Place of Office-bearers in Panchayat Raj.**—The democratic character of the Panchayat Raj bodies in Gujarat State is clearly reflected in the status given to the elected office-bearers particularly the President. The President is the head of the Panchayati Raj body with access to records of the Panchayat and is empowered and charged with the responsibility of ensuring satisfactory administration of his organisation. He has authority to exercise administrative supervision over the Taluka/District Development Officer for securing implementation of resolutions or decisions of the Panchayats. Thus the permanent administrative machinery in the District is now placed under the direct day-to-day control of the elected office bearer in Panchayati Raj. This has also raised the important issue of services in the Panchayat Raj organisations. While on the one hand it is thought necessary that an autonomous body needs control on its officers, on the other hand it is also a fact that a local body can have the services of competent officers only if they are made available on deputation from larger cadres of State departments as is being done in Gujarat. Though sufficient safeguards have been provided against subjective considerations, disciplinary control over the different categories of personnel is with the Panchayat Raj bodies completely. This has placed the services in the District Panchayats in a peculiar position in that there is considerable unwillingness

on the part of a large number of Government employees to work under District Panchayats. The situation can be remedied by strengthening the position of the District Development Officer by giving him a freer hand in administrative and service matters such as transfers, promotions, disciplinary actions, etc. Further steps may also be considered to ensure that the persons allocated to the Panchayats have equal rights for promotions to higher posts in the State cadres and the morale of the persons transferred to Panchayats can thus be further toned up. The Gujarat Government has already taken measures to ensure that persons allocated to the Panchayats have full opportunities of being considered for promotion to higher posts in the State cadre, as if they continued with the State Government for all purposes even when they were with the Panchayats.

Another danger which lies in the office bearers becoming administrators is the fact that such an administration will cease to have the impartiality and the neutrality in the systems which are very essential for strong and stable administration in a developing country like ours, especially at the district level. In a system where the elected elements have such direct control over the permanent administration, the influence of pressure groups is bound to be reflected in a large number of administrative decisions and the effect of such a reflection would not be altogether wholesome. Such a situation, however, is inevitable in the earlier stages of a growing democracy, particularly for the democratic bodies at the lower level. In fact however, this is a process of education and evolution and it may be that in initial stages the democratic bodies at district level may take some incorrect decisions or there may be some laxity in administration at that level. But with the influx of time the real and mature leadership will emerge. Such a leadership will replace the scant, undesirable and inefficient element that might have crept in at the initial stages. Again, with strengthening of the position of the District Development Officer in the field of administration, most of the administrative or routine matters would come within his ambit and to that extent the subjects will get a dispassionate and fair treatment within the provisions of rules, laws, etc. With the administrative machinery at his disposal, the District Development Officer can be an excellent institution for development administration in the district provided he is amply empowered and fully charged with the responsibility of execution.

**2. Exercise of Regulatory functions by Panchayat Raj Bodies.**—At present the Panchayat Raj bodies are exercising a number of important regulatory functions like conversion of the use of land from agricultural to non-agricultural purpose, collection of land revenue, disposal of village site land, permission for drawing water from natural rivers, etc. which have no bearing on developmental activities. In the exercise of such regulatory functioning whatever may be the safeguards provided by the State Government, the Panchayat Raj bodies being inexperienced, may not be in a position to take all correct decisions. In the initial stages, we may therefore

refrain from passing regulatory functions to them and the course to be adopted should be a gradual transfer of regulatory functions to the democratic bodies.

**3. Community Development and Panchayati Raj bodies.**—It is often said that Community Development is the method and Rural Extension the agency through which the Government seeks to initiate a process of transformation of the social and economic life of the village. This statement implies a belief that the technical know-how of science and the potential capacities of the masses are the two main factors of rural development and that a Government Community Development extension system would bring these two forces into effective conjunction at the district level. Popular enthusiasm is indeed a dynamic force that almost makes all things possible. The administrative hurdles that stood in the way of arising this giant force have already been removed to a considerable extent. The concept of rural extension has broadened into that of Panchayat Raj that is to say the development of a set of interconnected democratic and popular institutions at the village, taluka and district levels. It is now the primary objective of these institutions to invoke popular enthusiasm necessary for rural development. The general expectation in placing community development with the Panchayat Raj bodies is that these bodies would develop such widespread participation of village people and such effectively organised village groups with enough competent leadership, that local development projects and programmes would be locally generated and locally supported by experienced village personnel largely supported by local funds. The actual experience though short, has belied these expectations. Too much dependence on Government initiative and assistance is still being exhibited by Panchayati Raj organisations not to speak of the rural masses. A feeling is noticeable in the rural areas that the Government is there not merely to rule but also to help. The expectations of what Government can do to help has reached a stage far beyond the current resources of the Government. This is due to the fact that in the community Development Programme greater emphasis was placed on the development of amenities and it has become more of a construction programme than an extension programme. Panchayati Raj organisations should therefore place relatively less emphasis on construction programmes and programmes of creating amenities with the help of Government funds, but should restore community development to its original objective of inducing social and economic change. This is the only way to bring back Community Development to its original perspective and thus make an effort at inducing social change in the rural areas.

**4. Two facets of District Administration.**—In the evolution of district administration the establishment of the District Panchayat is a logical and inevitable step. But the District Panchayat as it has been developed in Gujarat State represents the complete formation of separate government within the district. As a result today one finds in district administration the

watertight compartments each capable of independent existence. In Gujarat State the Collector is an associate member of the District Panchayat like the M.P. and M.L.As and can be a member of one of the Committees of the District Panchayat. As eyes and ears of the Government at the district level he has the legal power to suspend any order or resolution of any Panchayat, only when he has reason to believe that such an order is likely to cause injury or annoyance to the public or likely to lead to a breach of peace. In the exercise of this power he acts more like a magistrate than like a Collector. This position of dual administration at district level will however get gradually diluted in the process of transferring more and more powers to the Panchayat and ultimately having a strong unitary democratic administration at district level.

**5. Municipal Administration in the District.**—The Municipalities having an important role to play are effective instruments of public consciousness in urban areas. But in the actual working of the municipalities, Government has been increasingly forced to come into the picture to help them with finance for a large number of their activities. Increased urbanisation creates special problems in the field of district administration and it is against this background that the role of municipalities will have to be studied. The municipalities should be in a position to meet the ever increasing needs of the urban population and for this purpose they should be strengthened both financially and administratively. Experience has shown that left to themselves municipalities have not shown good results even in their basic spheres of activity like provision of adequate water supply, drainage facilities etc. The public at large do not mind form of organisation provided to meet their demands; they are more eagerly concerned with the extent to which their demands are being met. Forces of change and radical reconstruction have grown to giant proportions but still our thinking about local self government is often stagnant. It is not often realised that it is possible to separate the performance of local authorities from the abilities of their personnel. Today practically all of the country's population growth occurs in urban areas but still we lack realistic expectation of what local self government should provide or cost and an appreciation of the human skills and leadership which the local government require. Though municipalities are often referred to as "Popular bodies" they quite often represent a few "influence groups" in the town. Under such circumstances will it be possible for us to assume that such municipalities will turn out to be efficient bodies with a public service orientation? Much will depend on the nature of political leadership available at the district level. For the present, therefore, there is constant need for Government watching and control. Another issue again is to what extent such Governmental control is going to be effective. Political forces do play a very significant part in the exercise of this control. In short, local government is only a conception. In approaching the problems of municipal administration, a more pragmatic and matter of fact approach is called for than that has been in the past.

### III. THE ROLE OF THE COLLECTOR

It cannot be denied that the significant changes which have taken place in district administration since independence have left the Collector with a diminished status. The expectation that the Collector will get substantial relief in his work as a result of these changes has, at least in the short run, not been fulfilled perhaps due to the phenomenal increase in other activities like Civil Supplies. On the other hand, the task of the Collector in effectively discharging the functions remaining with him has become somewhat more difficult to the extent that the supervisory revenue personnel has had to be shared and the agency at the village level is no longer amenable to the direct control of the Collector and his subordinates. It is too early to suggest clearly that there has been any significant reduction in the Collector's work-load due to the formation of District Panchayats. The establishment of District Panchayat is of course a logical and inevitable step in the evolution of District Administration. But this, does not in any way reduce the need for ensuring the effectiveness of the Collector, as a representative of Government at the district level and for providing him with adequate and sufficiently responsible instruments of administration.

(a) His relationship with the other District level officers of Government Departments, which are not transferred to the District Panchayats continues to be that of a co-ordinator of a district team. He is still presiding over the monthly co-ordinating meeting of all District Heads of different departments. His confidential remarks on the District heads are called for and incorporated in their confidential reports by Heads of Departments.

The Collector is also expected to carry out periodical inspections of District Heads of various departments not with the Panchayats. With the abolition of the Divisional Commissioners, this aspect of the Collector's work in the district has become important. The various departments of the Government have developed into specialised agencies and there are powerful regional officers for these departments. When the Divisional Commissioner was there, he was able to co-ordinate the activities of the regional heads and as a result, such a co-ordination at the district level was easily forthcoming. Further, there was a natural deference of other district officers towards the Collector as he was drawn from an All India Service and generally of a higher calibre. It was this influence of the Collector's personal prestige that gave him the natural leadership of the district administration. In recent years, there has been a tendency to post officers without adequate experience to the district as Collectors and this has created situations awkward both for the Government and the Collector himself. The District officials are reluctant to accept the leadership of someone much younger to them, and the non-officials in the Panchayati Raj institutions require careful handling by a mature person. As a result, the Collector of a district finds his authority as head of the district administration being constantly called into question unless he exercises it judiciously and with great care. District

officials have now developed a tendency to look to their regional officers for guidance in matters on which formerly they would have sought the advice of the Collector.

At the same time the need for co-ordination at the district level of the agencies outside the District Panchayat has also increased, with the expansion of departments, functional specialisation at the district level has increased. Established departments like Agriculture and Co-operation are not only filling up the ranks at all levels but are now having specialised personnel in soil conservation, plant protection, co-operative training etc. Even non-Governmental structures like Co-operative Banking, Land Development Banks, Khadi and Village Industries Commission are developing parallel machinery of their own. Departments like Sales Tax, Industries, Backward Class Welfare, Geology and Mining have developed their specialised agencies at and below the district level. With such an intense proliferation of functional specialisation, co-ordination of the specialised functions has emerged as an important role of the District Administration. Added to this, the need for the coordination between the activities of the District Panchayat with those of the other departments at the district level is also felt. It is, therefore, felt necessary to strengthen the role of the district Collectors as co-ordinator by certain administrative measures. Within the Panchayat administration, co-ordination has now become a matter of internal coordination, as stated earlier because all the district heads of such of these departments transferred to the District Panchayats are under the direct administrative control of the District Development Officer. The position of the Collector vis-a-vis the other district heads is not the same as the position of the District Development Officer and the district heads with the Panchayats. The Collector's relations have been mostly from the administrative point of view and his routine inspections of other district offices was mostly confined to office administration like the disposal of files, maintenance of registers, disposal of Assembly Questions, work-load distribution within the office etc. The Collector had nothing to do with programme implementation of the activities of the Departments.

The position of the Collector should also be strengthened in the sense that he should have an effective control over the district administration by making other heads of Departments more under his overall control than for mere co-ordination. It would be difficult to spell out the actual extent to which this should be done and it should be left to each individual State as this would depend upon the condition and pattern of district administration obtaining in each State. Till the process of democratic decentralisation is over and a unitary, responsive and democratic administration in the districts is achieved, the position of Collector should be suitably yet sufficiently strengthened so that he can effectively play his role as a general administrator and Government's representative at the district level, in the period of transition, which may perhaps be not too short.

(b) **Development Activities.**—Though most of the developmental activities at the district level have now become the direct responsibility of the District Panchayats, still a considerable programme of development exists in the district which is not at present under the co-ordinated direction of any particular agency. The Collector is only an associate member of the District Panchayat and he is no longer responsible to review in detail the progress of implementation of all plan schemes with the Panchayat, even though he gets a copy of the quarterly review done by the District Panchayat and communicates his remarks on the same to the Government. The steps described in (a) above are likely to involve the Collector in a more responsible manner in respect of the State sector schemes at the district level. The trend towards co-ordination for developmental activities is being strengthened further by the growing emphasis on the drawing of district plans. As the process of formulation of the district plan becomes established, the district will become an important planning unit in addition to the State and the nation. The district plan will cover much wider field than that represented by the District Panchayat; it will include all developmental activities undertaken by the State Government. It involves providing appropriate inter-relationships between different sectors of development between major projects and local development activities and between rural and urban development. Under such circumstances, the need for co-ordination by the Collector of all developmental activities in the district can hardly be over emphasised.

(c) **Working of local self-governing bodies, namely, 'Panchayats and Municipalities.**—The Collector has no formal responsibility for the progressive working of the District Panchayats. Though the Collector is made an associate member of the District Panchayat and has a number of functions to perform with regard to elections of village panchayats, giving of sanctions to leases, sales and transfer of properties vesting in Gram/Nagar Panchayats, he is not very deeply involved in the District Panchayat as is being done in many other States. The wisdom of this decision can be traced back to the growing recognition of political leadership at the district level as responsible element in administration.

In the case of municipalities, the role of the Collector has been more firmly placed. He is a general controller exercising functions of the State Government on aspects described under the chapter about municipalities. The suggestions that the Collector should play a more positive role in the progressive working of these institutions appears a little out-dated at least so far as this State is concerned. Certain irreversible and basic trends have taken place in district administration and these trends have crystallised the role of the Collector more as the eyes and ears of the Government and their representative at district level.

(d) **Elimination of delays and grievances.**—With the growth of a strong public opinion supported by an independent press and development

of political forces within the country, administration has now become more exposed than ever before to public criticism. And in this field the elimination of delays, quick disposal of applications and redress of public grievances can do immense good towards the creation of a better image of administration and of Government in general to the public. The problem has become acute due to two main reasons.

- (1) the increase in the number of regulatory functions of the Government caused by the need to ensure the equitable distribution of scarce commodities like food, industrial requirements and the desire on the part of the Government to direct economic activities at various levels so as to make them fit into an organised and desired pattern of planned growth; and
- (2) the tendency to use various discretionary powers of the Government as areas of political patronage and the consequential bias towards solving various issues of the public on a political plane.

Whatever be the reasons, the need to eliminate public grievances and complaints is now being felt very keenly at the district level and the extent to which success is achieved in this field will be to a large extent a measure of the efficient functioning of District Administration.

The question of expediting the removal of grievances of the public on the spot, as well as quick disposal of applications has been engaging the attention of this State Government for some time and a comprehensive circular prescribing the roles to be played by different levels of administration has been issued. With a view that the members of the Public can present their problems properly so that it may help in the quicker processing of such applications, Government have framed simple rules, for the guidance of the public. These rules are also made available to the public freely at a nominal cost of 10 paise and contains lists of officers at the Taluka, District and State levels who should be addressed for applications on different subjects.

Since the Government has now assumed an all pervasive role in the shaping of the economic life of the State, the points of contact between the ordinary citizen and the district administration have increased considerably. Various policies of the Government are to be executed at the district level and consequently there is bound to be a merger of policy and effective procedures. A way, therefore, of reducing the scope for public grievances will be to simplify procedures and to give more discretionary powers to district officials.

(e) With the establishment of the District Panchayats, the Collectors, role in enthusing the people in general for their increasing participation in developmental activities has been considerably reduced. Still in the villages

the Collector of a district carries considerable influence and this influence can be utilised for directing the energies of the people towards better popular participation. In this connection it would be worthwhile to examine whether the District Collectors should be encouraged to hold weekly or fortnightly Press Conferences as is the practice in Madras. Press is an important medium of projecting the image of the Collector on the district. As at present, in the District level, it is the District Information Officer who briefs the Press on important issues. Instead of this, only the Collector should be authorised to contact the Press and he alone should be responsible for any publicity of Governmental activities. Such a step would give a good scope for the Collector to mould public opinion in the district. In addition to the Press, there are many public functions which the Collector is required to attend. Here the Collectors should be encouraged to choose judiciously those which are likely to be useful in obtaining the co-operation of the public. Organisations like the Rotary Clubs, Lions Clubs, Chambers of Commerce are influential in shaping public opinion in urban areas and are therefore welcome from the view point of building a favourable image in the public. College and School associations are other occasions where the Collector can express himself freely to the youth and explain to them the policies and plans of Government. All this is not to say that the Collector is at present prevented from doing so, but to emphasise the need to develop certain conventions, in the district which may not be in strict conformity with the principle of Civil Service anonymity.

(f) **Law and Order.**—The District Collector also functions as the District Magistrate for the maintenance of Law and Order in the district. Bombay State had brought about separation between the executive and judicial functions under the Bombay Separation of Judiciary and Executive Functions Act 1951 which was enforced with effect from 1st July, 1953. Largely only the powers under the preventive sections of Criminal Procedure Code were retained with the District Magistrate and most of the other powers transferred to Judicial Magistrates. The regulatory powers under several enactments such as grants of licences under the Arms Act, Explosives Act etc. being essentially of an executive nature are with the Collectors. The powers which the Collector enjoys as the District Magistrate have in practice proved quite adequate in enabling the Collectors and the Executive Magistrates under them in maintaining peace and order in the districts. The following are the functions of a District Magistrate :—

(1) The District Magistrate appoints Mamlatdars and Aval Karkuns as Taluka Magistrates under Section 13(3) of the Criminal Procedure Code. These Magistrates are empowered to try chapter cases under sections 107, 108, 109 and 110 of the Criminal Procedure Code for security for keeping the peace and for good behaviour. The powers under Section 107 are generally exercised by Mamlatdars as Taluka Magistrates, while the powers under

Section 109 and 110 are exercised by the Prant Officers as Sub-Divisional Magistrates.

- (2) The District Magistrate issues orders investing Taluka Magistrates subordinate to him with the powers under sections 143, 144, 164 and 174 of the Criminal Procedure Code.
- (3) The District Magistrate himself also exercises powers under Section 144 Criminal Procedure Code, in emergent cases of nuisance or apprehended danger and under section 145 in case where dispute concerning land, water or boundaries thereof is likely to cause breach of the peace.
- (4) The District Magistrate and the sub-Divisional Magistrate are empowered to hear and decide externment proceedings under section 55, 56 and 57 of the Bombay Police Act. These powers are generally exercised by Sub-Divisional Magistrates.
- (5) The District Magistrates are authorised to make orders for detention under the Preventive Detention Act 1950.
- (6) The District Magistrate has powers to make rules for regulation of traffic and for preservation of order in public places.
- (7) The District Magistrate issues prohibitory orders for prevention of disorder under section 37(1) of the Bombay Police Act.
- (8) The District Magistrate is the licensing authority for fire-arms under the Arms Act, 1959.
- (9) He is to give sanction under section 39 for prosecution of persons for an offence under section 3 of the Arms Act.
- (10) He issues no objection certificates for licences of Petrol Pumps granted under the Petroleum Act.
- (11) He is the licensing authority for storage of non-dangerous petroleum (Kerosene).
- (12) He is the licensing authority for possession and sale of explosives and for the sale and manufacture of fire-arms.
- (13) The District Magistrate is the licensing authority for hotels lodgings and boarding houses and for cinemas.
- (14) Proposals for appeals against acquittal have to be processed through the District Magistrate who gives his opinion in the matter.
- (15) Work relating to verification of antecedents and character.
- (16) Work relating to Passport.
- (17) Declarations under the Press Act.

(18) Appointing authority of Police Patels under section 5(4) of the Bombay Village Police Act.

In his capacity as District Magistrate, the Collector also exercises powers under the Preventive Detention Act and the Bombay Police Act. He also exercises powers for the grant, suspension or cancellation of Arms Licences, hotel licences and licences for explosives and petroleum.

There are, however, certain trends in the Collector's role in regard to maintenance of law and order which deserve notice at this stage. Though the Collector as the immediate Controlling Authority has a good deal to do with the Police and their work in the district, the opportunities for prompt interchange of views and information in critical situations between state Headquarters and the Districts which the Police radio net-work has provided and in the important role played by the Deputy Inspector General of Police leading to closer departmental supervision of the work of Deputy Superintendent of Police have by lessening the bonds between the Collector and the Superintendent of Police, led to some blurring of the Collector's responsibility. Political and labour agitations are increasingly directed on a State wide basis and this results in a situation in which the Government, in consultation with the Police headquarters, issues instructions of a general nature on how the agitation should be dealt with. These trends are now leading to a new orientation in the relationship between the Collector and the District Superintendent of Police. It is, therefore, very essential that there should be better co-ordination between District Magistrate and District Police authorities.

There are still organised groups in our country which place their faith in extra-constitutional methods as a means of ventilating grievances and securing acceptance of their points of view. In such a milieu there will always arise occasions in which any action proposed purely from the law and order point of view will have to be modulated with reference to a whole gamut of larger considerations. A general administrator could relieve the Police in some measure of the responsibility for making such an assessment and in this sense his associated with the maintenance of law and order should, therefore, continue to be fruitful.

(g) **Collector's residual powers and functions.**—Throughout the course of the evolution of district administration, the logic of a rational administrative organisation or unmanageable border of work did not prevent a constant process of attachment of additional functions and duties to the post of the Collector as required by the exigencies of the situations. This is quite natural because the Collector as the head of the District Administration has also to be the court of the last resort. The residuary powers of the Collector enabled the Collector to play this role effectively. Further as the representative of the Government at the District level the leadership role of the Collector has been brought into a focus on a number of occasions.

He is today responsible in the district for rational distribution of civil supplies, tackling situations caused by natural calamities such as flood control, scarcity and famine; he has to meet various organised threats to civil authority like agitations and bandh etc. It is this undefined sweep of functions that has enabled the Collector to play the role of an intermediary between the people and the Government between one Department and another, between local bodies and the Government.

After 1962, the question of defence effort assumed far greater urgency and the Collectors were required to devote considerable time to work relating to Civil Defence, Village Volunteer Force, recruitment and other activities which were calculated to help the defence efforts.

#### IV. CONCLUSION

In brief, the recommendation of this Working Group on the broad pattern of district administration is that at the district level, there should be a strong, responsive and democratic administration with a unitary structure. There should be gradual process of strengthening the democratic bodies by delegating to them as many powers as could be feasibly delegated for an effective administration. It will, however, take some time to reach the envisaged stage of such a strong democratic administration coming up in districts to replace the dual structure existing at present. In the intervening period, the position of Collector should be suitably strengthened so as to offer the people a stable, effective and responsive administration in the fields not covered under the authority of Panchayati Raj bodies. Group is also of the view that even after a democratic unitary structure of District Administration, envisaged earlier, starts functioning effectively, it would be necessary for Government to have some machinery headed by an officer of appropriate stature of handling the residuary functions not transferred to the Panchayats, particularly the functions of law and order. Jurisdiction and stature of Officer, it is felt, would depend upon the conditions then obtaining.



सत्यमेव जयते

## DOCUMENT No. II



### **REPORT OF THE KERALA WORKING GROUP ON DISTRICT ADMINISTRATION**



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## I. INTRODUCTION

The Government of Kerala, in pursuance of a letter from Shri K. Hanumanthaiya, M.P., Member of the Government of India, Administrative Reforms Commission, constituted in September, 1966, a Working Group for this State to assist the Committees on District Administration and Agricultural Administration in formulating their proposals for the Administrative Reforms Commission. Shri R. Sankar, former Chief Minister of Kerala was nominated as the Leader of the Working Group. The following persons were nominated as members:—

1. Shri K. G. Karunakara Menon, Ex-M.L.A.
2. Shri V. G. Sukumaran, Chairman, Farmers Forum.
3. Shri K. K. Ramankutty, Commissioner for Agricultural Production & Rural Development.
4. Shri Zachariah Mathew, Registrar of Co-operative Societies.
5. Shri T. P. Kuttiammu, Chief Engineer (General & Irrigation).
6. Shri M. Janardanan Nair, Director of Agriculture.
7. Shri N. Gopalakrishnan Nair, Additional Director, Bureau of Economics & Statistics.

Shri Gopalakrishnan Nair was nominated as Member-Secretary and Convenor of the Working Group.

The following general indications regarding the work of the Working Group have been given in the Demi-Official letter No. ARC/STDA/1/66, dated 30-7-1966 from Shri Takhatmal Jain, Chairman, Study Team on the District Administration addressed to the Governor of Kerala.

1. To ascertain the nature and structure of the existing set-up of the district administration with particular reference to changes effected at the end of each Five Year Plan.
2. To study the impact of each administrative reform, major or minor, initiated within the last ten years.
3. To make a broad survey of existing local self-governing institutions, urban and rural and to find out how far they have progressed as effective instruments of public service and public consciousness.

4. To see, if there are any difficulties in the smooth and effective functioning of these institutions; as also to see if effective co-ordination is maintained with the other limbs of the district administration.

5. To find out what is the situation obtaining in the Block areas after completion of the first stage; as also to find out if public participation has maintained its tempo and to what extent *i.e.*, increased or decreased and why?

6. To examine and evaluate the role of the Collector and District Magistrate with particular reference to :

- (a) his relationship with other district level officers and authorities.
- (b) developmental activities.
- (c) progressive working of the local self-governing bodies, namely, Panchayats, Municipalities and others.
- (d) elimination of delays and grievances.
- (e) enthusing the people generally for their increased participation in and close association with Public Administration.
- (f) keeping the Law and Order situation as in a democratic set-up and atmosphere.
- (g) his residual powers and functions.

The guide lines for the Working Group in respect of Agricultural Administration have been indicated in a letter from Shri H. M. Channabasappa, Chairman, Study Team on Agricultural Administration. Besides reviewing the existing organisations related to agriculture, the Working Group might also examine the centre-state relationship in agricultural production including planning for agricultural production and allocation of resources, schemes and projects. Suggestions for reforms in agricultural administration in the States with a view to see that agricultural administration becomes a fit instrument to transform traditional agriculture to scientific farming may also be given.

The Working Group first met on 5-11-1966 at Trivandrum to discuss the method of work. It was decided that a questionnaire should be sent to knowledgeable officials and non-officials to ascertain their views regarding the existing set-up of district and agricultural administration and also to elicit suggestions regarding improvements thereon. The draft questionnaire was discussed and finalised when the Working Group met again on 24-11-1966. It was also decided at this meeting to interview a selected number of persons from different parts of the State. Accordingly the Working Group met at Kozhikode on the 4th and 5th, at Ernakulam on the 6th and 7th and at

Trivandrum on the 10th and 11th of December and had discussions with a representative cross-section of public opinion.

The views expressed in the questionnaire as well as during the discussions were consolidated and placed before the next meeting of the Working Group held at Trivandrum on the 20th December 1966. The lines along which the report of the Working Group was to be drafted was discussed and finalised in this meeting. A draft report was prepared and placed before the Working Group at its next meeting on the 29th December 1966. The Working Group again met on 12-1-1967 to finalise its report, when the Leader who had attended a meeting of the Central Study Group at New Delhi, gave a gist of the discussions there.

The Working Group would have liked to prepare a more comprehensive report on the various aspects of district and agricultural administration. But the time at the disposal of the Working Group was barely two months and a more probing enquiry was not possible during this limited time. This report, therefore, considers only some points which the Working Group felt are relatively more important.

## II. DISTRICT ADMINISTRATION

The district as a geographical unit of administration existed in India from very early times. Until very recently, however, administration at the district level was confined mostly to collection of revenue and maintenance of law and order.

But today the administrative set-up at the district level plays a much more crucial role because many of the plans for economic development are implemented at that level. With the attainment of political freedom the country realised the imperative need for concerted efforts at rapid economic development and the Government took upon itself the major responsibility in this regard. The result was a tremendous increase in the number of Government officers and offices. Today, there are separate departments for Agriculture, Soil Conservation, Animal Husbandry, Dairying and Fisheries while less than two decades ago one Department looked after all these activities. Co-operation and Industries which were only minor departments not long ago have become huge organisations with district and block level officers. Similar is the case of many other departments.

This increased tempo of activity within the district, brought with it problems of supervision and coordination on an increasing scale. Co-ordination is essential, in cases where more than one department are involved jointly to achieve a certain result. For example, in agricultural production, at least three departments viz., the Department of Agriculture, the Department of Co-operation and the Irrigation Department are involved.

Lack of co-ordination may deny the cultivators timely supply of seeds, fertilisers, credit, water and other agricultural requisites and the crops may be badly affected. There have been cases where this has happened. The importance of co-ordination at the district level is thus obvious.

Under the existing arrangement the Collector is the principal representative of Government in the district. He has to attend to the traditional functions of revenue collection and maintenance of law and order. He also acts as the co-ordinator of all the other district level activities. As the Chairman of the District Development Council he has to keep a close watch over the progress of the implementation of developmental projects. In addition, the Collector is made the Chairman of a number of Committees and organisations. The Collector is thus saddled with varied and heterogeneous responsibilities.

The result has sometimes been disastrous. As a result of lack of proper co-ordination between departments, production has suffered. There are instances of public utilities like hospital buildings, remaining idle just because electricity connection was not obtained. The public always complain of delay in the disposal of their petitions and applications. There are allegations of corruption and nepotism. There have been complaints regarding the misbehaviour of officials towards the public. In reply to the questionnaire sent by the working group many have said that the ordinary people have no easy access to Government officers. This is a very serious state of affairs. It was one of the objectives of our plans to enlist sufficient public participation in developmental activities. If misbehaviour of officers towards the public, as alleged, is true, such officers cannot obviously win the confidence and cooperation of the people.

#### नियन्त्रण सम्बन्ध

Views have been expressed by informed citizens that the tremendous increase in the strength of the administrative personnel is partly responsible for the alleged delays, because, with increase in the number of officers the number of tiers has also increased. As an instance the post of the Regional Deputy Director in the Education Department has been cited. It is said that the powers now delegated to this officer do not make him much different from the District Educational Officer so far as his functions are concerned. But papers have now to pass through one more officer, thereby introducing one more stage of delay. There are similar cases in some other departments as well. There has also been criticism that senior officers keep aloof from the lower level staff, by occupying cubicles of their own in the offices with the result that they are often unaware of what is going on in their offices.

The Working Group feels that immediate action is called for in order to remove the defects now observed in the administrative set-up and gear it to the present needs. Co-ordination of the activities of the various

Governmental agencies at the district level is of paramount importance. It should be the responsibility of the Collector to achieve this co-ordination. In order to enable him to do this satisfactorily he should have sufficient supervisory powers over the other district level officers. It is, however, equally important that in order to fulfil this role of "Captain of the team" effectively, the officer posted as Collector should have sufficient experience, maturity and qualities of leadership. The Working Group, therefore, recommends that only persons who have put in at least ten years of service should be posted as District Collectors. Secondly, the Working Group feels that it is desirable to reduce the present work load of the Collector by a bifurcation of functions between him and another officer, not very much junior to him but under him, to be designated as the District Development Officer. This officer will be in charge of all the developmental work in the district and will have full powers regarding the subjects dealt with by him. One or more posts of Personal Assistant to the Collector may be abolished when the new post is created. Thirdly, the Collector who of course will have the traditional work of keeping law and order and revenue work should be freed from ornamental functions and responsibilities to the extent possible giving him more time to attend to administrative matters. Under this arrangement the Collector can be additionally vested with the powers of the regional officers of Excise, Sales-tax, Agricultural Income tax and Motor Vehicles tax also. This would improve the efficiency of these departments at the district level while eliminating the need for separate regional officers for each department. It is necessary that senior officers at the district level should make themselves available to the public more and more. One effective way of doing this would be for the Collector and other district officers to camp outside the headquarters compulsorily for a few days every month. Here they should discuss the various problems confronting the people with members of the public.

It is the general view that the increase in the number of officers in service during the past few years has often been more than commensurate with the increase in the volume of work. This has resulted in the creation of many unnecessary tiers in the set-up causing delay. It is the opinion of the Working Group that the number of tiers as well as of officers could be considerably reduced. It is also suggested that the officers should devote more time in personally supervising the work of their subordinates by moving around in their offices at least once a day. Further, modern facilities like telephones should be increasingly used in official work and paper work reduced.

Though it is not strictly within the purview of the Working Group, nevertheless it feels that the Revenue Department of the Secretariat is superfluous and that the Board of Revenue might be made directly responsible to the Minister. It is also anomalous that the recommendations of the Revenue Board formulated by Members who are very senior in service get

examined by the Revenue Department headed by a Secretary who might be comparatively much junior.

The land records of the State are at present kept in a very unsatisfactory manner. As correct and up-to-date land records form the basis for any land or agricultural or tax reform, fresh cadastral survey of the State is an immediate necessity. The Working Group feels high priority should be given for the conduct of a resurvey in the State.

### III. PANCHAYATI RAJ

The Panchayati Raj system has not yet been introduced in the State. In reply to the questionnaire issued by the Working Group for eliciting public opinion, opposing views have been expressed regarding the desirability of transferring the executive powers of the Government to elected bodies at the district and lower levels. The Working Group, however, feels that the self-government at gram panchayat, block and district levels should be introduced in the State as early as practicable. The recommendations of the Working Group on the more important aspects of the system are the following.

**Village Panchayat.**—Taking into account the very high density of population in the State, and the economic viability of the unit, the Working Group feels that a Village Panchayat should encompass an area having population around twenty thousand. The number of members might be fixed at about 15. The entire Panchayat might be treated as one constituency and elections might be held on the basis of single non-transferrable vote. The persons who secure the maximum number of votes should become the Sarpanch (Panchayat President). A Vice-President might be elected by the panchayat members at the first meeting of the panchayat. The President could be removed only by a two-thirds majority of the panchayat members. The term of a Village Panchayat may be five years.

Development functions in agricultural production programmes, Welfare Programmes and construction and maintenance of Village and Tehsil roads might be transferred to the Panchayats. The taxes which should be made compulsory for the Panchayats might include (i) House Tax, (ii) Profession Tax and (iii) Vehicle Tax other than motor vehicle tax and share of the land revenue.

The Working Group feels that under the conditions obtaining in Kerala, the Gram Sabhas are not practicable.

**The Panchayat Samithi.**—The taluks might be made co-terminous with the blocks and the Tehsildar might function as the Executive Officer of the Samithi. The Samithi might include all the Panchayat Presidents in

the Samithi area as ex-officio members. Their functions may include co-ordination and execution of production programmes, management and maintenance of educational institutions upto Upper Primary stage, Construction and maintenance of District roads, and the running of Primary Health Centres.

**The Zila Parishad.**—The post of District Development Officer suggested earlier might be converted into that of the Chief Executive Officer of the Zila Parishad. All Chairmen of the Panchayat Samithis might be members ex-officio of the Zila Parishads.

**General.**—Complaints against members and office bearers of Panchayats and Panchayat Samithis should be referred to the District Collector for enquiry and orders. Against the Collector's orders, an appeal will lie with the Government. Complaints against members and office bearers of the Zila Parishads would be decided by the Government.

Except for the views expressed above the Working Group generally are in agreement with the constitution and functions of the gram-panchayats, block samithis, and zila parishads as set out in the draft prepared by the Central Working Group, copy of which was sent to them.

#### IV. AGRICULTURAL ADMINISTRATION

During their deliberations, the Working Group had the opportunity to discuss problems of agriculture with some of the leading farmers of the State. There are numerous complaints about lack of co-ordination among the different departments connected with agricultural production. There has also been criticism that the ayacut areas of some irrigation projects are not realistically fixed.

The Working Group has, in particular, examined the set-up of the N.E.S. Blocks vis-a-vis agricultural production. At present the extension staff of the blocks are entrusted with a good deal of responsibilities which are unconnected with production. This hampers the production drive considerably. The Working Group strongly feels that the activities of the blocks should be confined strictly to the field of agriculture. It should further be made obligatory for every Village level worker to maintain under his close supervision at least one demonstration plot which will serve as a model farm for the farmers to see and try to emulate.

The Working Group feels that the responsibility for supplies should be entirely that of the cooperative societies. It is expected that within a year, there will be sufficient number of Service Co-operative Societies in the State. These should concentrate on the supply of seeds, fertilizers, pesticides, credit etc. The Societies may also undertake the responsibility of purchasing and

keeping costly agricultural machinery and implements to be hired out to the cultivators.

There is a general feeling that the procedure existing now for obtaining loans is very cumbersome. It is necessary to simplify the procedures. There should also be arrangements to watch the utilisation of loans and subsidies in order to avoid their misuse.



## ANNEXURE

### The Existing Set-up of District Administration in Kerala

The District Collector is the Administrative Head of the District. He is responsible for the work of Revenue, Law and Order and Development. As regards developmental work, he functions mainly as a co-ordinating agency, with powers to take up with higher authorities instances of lapses on the part of district level officers connected with developmental work. The staff pattern in the various departments within a district is as follows :

1. **Revenue.**—The Collector is assisted by one or more Deputy Collectors and staff at the headquarters. For revenue collection there are Revenue Divisional Officers, with territorial jurisdiction. Under them there are Tehsildars assisted by Revenue Inspectors. These officers also have territorial jurisdiction. The Tehsildars are assisted by Deputy Tehsildars, as far as office work is concerned.
2. **Civil Supplies.**—The Collector is assisted by a District Civil Supplies Officer of the rank of Deputy Collector, with Taluk Supply Officers to assist him.
3. **Law and Order.**—The primary responsibility for the maintenance of law and order vests with the District Collector. But the Collector does not interfere in day-to-day matters. Ordinarily the District Superintendent of Police attends to these functions. He is assisted by Deputy Superintendents of Police, with Circle Inspectors under them. Under the Circle Inspectors, there are the Sub-Inspectors.
4. **Magistracy.**—The District Collector is also the District Magistrate. In Kerala judiciary is almost completely separated from the executive. The Collector exercises only the powers in respect of sections pertaining to prevention of crime.
5. **Agriculture.**—In Kerala, the Collector has special responsibilities in the matter of agricultural production. There is a District Agricultural Officer in the district, who is ex-officio Personal Assistant to the Collector. Under the technical direction and control of the District Agricultural Officer, there are the Agricultural Extension Officers in the C.D. blocks.
6. **C.D. Blocks.**—The Block Administration comes under the direct responsibility of the Collector. He is assisted by Revenue Divisional Officers

in this work also. The Block Development Officers assisted by Extension Officers and Gramsevaks come under the Revenue Divisional Officers.

7. Almost all the other important departments have a district level organisation. The Collector is vested with the powers of co-ordination and general supervision of the activities of all these departments. The Collector does not interfere with technical matters or the day-to-day administration.



# DOCUMENT NO. III



**REPORT OF THE MADRAS  
WORKING GROUP ON DISTRICT ADMINISTRATION**



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## CHAPTER I

### PREFATORY

In August 1966, the Administrative Reforms Commission constituted by the Government of India set-up a Committee to examine the working of the various Government Departments as well as elected institutions at the District level. However, as the administration at the District level varied from State to State and as "local knowledge" would be of considerable advantage in such an analysis, the State Governments were requested to set up similar committees to study the pattern of administration in their respective States, so that the Central Committee could make use of these studies while formulating the recommendations on this issue.

2. The Madras State Committee on District Administration was set up by Government in August 1966 in their G.O. Ms. No. 953, Finance, dated 24th August 1966, a copy of which is given at Annexure I, with the following terms of reference:—

- (1) To study the nature and structure of the existing set-up in District Administration with particular reference to major reforms initiated in the last 10 years and also the advent of the Five Year Plans ;
- (2) to study the existing Local Self-Government institutions at the District level and examine the extent to which these institutions have functioned as instruments of public service and public consciousness and also to examine the extent to which there has been effective co-ordination of the activities of the institutions with the limbs of the other departments at District level;
- (3) to study the Panchayati raj set up and examine the variations in the extent of public participation in the last 10 years in various spheres ; and
- (4) to examine and evaluate the role of the Collector with particular reference to—
  - (a) his relationship with other District Level Officers and authorities ;
  - (b) implementation of developmental activities ;
  - (c) progressive working of the local self governing bodies, namely, Panchayats, Municipalities and others;

- (d) elimination of delays and grievances; and
- (e) maintenance of Law and Order.

3. The Committee which was headed by Shri V. Ramaiah, Minister for Food, consisted of the following other Members:—

(1) Sri P. Kakkan, Minister for Home	<i>Member</i>
(2) Sri R. Krishnaswami Naidu, M.L.A.	„
(3) Sri Sivakaminatha Pillai, Chairman, Srivilliputhur Municipality, Ramanathapuram District.	„
(4) Sri J. Madhanaraj, B.A., B.L. Chairman, Poonamallee Panchayat Union, Chingleput district.	„
(5) Sri S. R. Kaiwar, I.C.S., First Member, Board of Revenue, Madras.	„
(6) Sri K. V. Ramanathan, I.A.S., Director of Agriculture	„
(7) Sri K. Diraviam, I.A.S., Director of Rural Development.	„
(8) Sri R. Pasupathi, I.A.S., Registrar of Co-operative Societies.	„
(9) Sri V. R. S. Pandian, B.E., Chief Engineer (Irrigation)	„
(10) Sri G. D. Nandagopal, M.A., Director of Statistics.	„
(11) Sri K. P. Geethakrishnan, I.A.S., Joint Secretary, High Power Committee on Economy and Administrative Reorganization.	<i>Member-Secretary</i>

4. The Committee had in all five sittings. As the time placed at the disposal of the Committee for its deliberations was very short, it was decided at the first meeting itself to confine the study to the broad aspects of District Administration rather than to make a detailed probe into the working of the various units at the District level. An exception was, however, made in the case of Revenue and Agriculture Departments; in these two cases alone, in view of the very important roles played by them a more detailed analysis was attempted.

5. The Committee also decided to invite the Senior Officers of the concerned departments when subjects relating to their departments were taken up for discussion. This way, the Commissioner for Land Revenue and Land Reforms, Secretaries to Government of the Revenue, Finance, Agriculture & Rural Development and Local Administration Departments and Joint Director of Rural Development participated in the discussions of the Committee. The Committee wishes to place on record their appreciation of the valuable contributions of these officers in helping to shape the recommendations of the Committee.

6. The general principles which, in the Committee's view, should govern the reorganization of administration at the District level are given in Chapter II while the specific recommendations in respect of Revenue and Agriculture Departments as well as Municipalities and the Panchayat Raj Institutions are given in Chapters III to VI.

## CHAPTER II

### GUIDELINES

Prior to Independence, the role of the Government was confined largely to maintenance of law and order, collection of taxes and administration of certain minimum levels of welfare activities. In such a set-up, the powers of administration were mostly vested in the hands of a few select people in the Secretariat with not much of it delegated either to the Heads of Departments or to their subordinates. The accent in administration was essentially on ensuring adherence to the book of rules through numerous "checks and balances". Elaborate heirarchies were prescribed in all departments so as to have control and supervision at various levels. Perhaps, this was to some extent made necessary by the lack of adequate communication facilities, a handicap which would have delayed the disposal of work considerably but for the existence of the numerous levels in the field itself. Perhaps, notwithstanding the various checks and balances it was also then possible to ensure quick disposal of work because of the low volume of work.

2. After Independence and particularly with the advent of the Five Year Plans, there has been considerable increase in the range and content of work as well as in the staff strength of most of the Departments. This trend has unfortunately not been accompanied by increased delegation of powers—financial, technical or administrative, with the result that it has led to a situation where the staff at the various levels apart from having to shoulder greater responsibilities in the matter of implementation of the programmes are also saddled with a large volume of purely administrative work relating to management. This problem is further worsened by a continuance of the basic service rules without any attempt at simplification notwithstanding the large increase both in staff strength and the number of different categories of personnel in the various Departments. As a result these rules are so rigid and hidebound that they have to be relaxed or amended ever so often. This apart from giving rise to a flood of avoidable correspondence, also causes considerable hardship to the personnel concerned. The administrative work created on this score as well as due to lack of greater delegation of powers is in very many cases out of proportion to the time which the officers at various levels could possibly be expected to set apart for such work.

3. The second aspect of development in the last two decades is the attempt to retain the basic structure of the departments without any radical changes notwithstanding the large increase in the volume of work. Whenever a new item of work is taken up by a Department, it is invariably entrusted to a new wing created for this purpose without any attempt being made to alter the very structure of the Department to suit the changing needs. The concept of specialization has been overplayed resulting in the creation of innumerable isolated units in each Department, each attending to its own "specialised" item of work without any of them having an overall picture of the activities of the parent Department. This point is best illustrated by the existence of separate District Agricultural Officers for administering the package programme for groundnut, cashew, cotton, sugarcane, tobacco, etc. The existence of two Engineering Wings, one under the Commissioner for Food Production in the Board of Revenue and the other under the Chief Engineer, both to attend to Minor Irrigation Works, is also another example that lends support to this view.

4. The Committee is of the view that in any attempt at reorganization of the administration at District level, top priority should be given to the reduction of administrative work at all levels through greater delegation of powers as well as through simplification of the rules. Service rules should be made flexible enough to enable the Heads of Departments and other officers themselves to fit in cases of marginal deviations so that only extreme cases are sent up to higher levels for orders. Care should, however, be taken to guard against over-simplification of the rules and in vesting of excessive discretions in officers as it might sometimes be misused to promote individual interests. Similarly, consistent with the increase in the volume of work as well as depreciation in the value of the rupee, there should be greater delegation of powers—financial, administrative and technical. Once this is done, it would be possible to reduce the work loads considerably at the higher levels of administration and thus enable them to devote greater attention to formulating policies and laying down guidelines for the implementation of programmes, two important items of work which alone normally engage their attention. It will also then be possible to eliminate some of the intermediate levels in administration. For instance, with greater delegation of powers to the Tahsildar, it should be possible to do away with the Revenue Divisional Office in the revenue hierarchy. The scope for such reduction of levels should be explored in full in all Departments at the District level.

5. The Committee is also of the view that the concept of functional jurisdiction or specialisation in work has been carried to the extreme at the field level. Whether it is implementation of the Minor Irrigation Work in Zamindari areas, or Ryotwari areas, the task before the field staff is the same. Similarly once the programmes have gained roots it should not be

difficult for the District Agricultural Officers to manage the package programmes for paddy as well as for groundnut in his area, without each programme being attended to by one officer each. The Committee is of the view that as far as possible specialisation should be confined ordinarily to research levels and to higher levels of administration wherever necessary. So long as clear instructions regarding the lines on which the programme is to be implemented are issued from the higher level it should not be difficult for the Field Officer to implement successfully in his jurisdiction all items of work pertaining to his Department. The Committee would therefore stress that functional jurisdiction should be replaced by territorial jurisdiction at the field level with specialisation being confined to research fields and to higher levels of administration alone. There may, no doubt, be a few cases where it would still be necessary to retain at the field level, officers with a specialised training to attend to special programmes. But then, the number of such cases should be kept at the minimum.

6. At present, most of the Departments have the district as one of the levels of administration in their hierarchies. This has rendered possible co-ordination of the activities of all Development Departments at the District level. The abolition of functional jurisdiction at the field level and redistribution of the work-load among the Gazetted Officers on a territorial basis would enable at least the bigger departments to have the Taluk as their first level in their administrative hierarchy and thus render it possible to secure certain amount of integrated approach in the implementation of development programmes at the Taluk level as well apart from the District level. The Committee is of the view that the ultimate aim should be to make the Block the basic unit of administration for Revenue as well as developmental purposes and utilise it as an agency for implementation of all programmes.

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7. One other aspect which is linked closely with the efficiency and morale of the staff is the importance that is given to the anonymous petitions. Once an enquiry is initiated into the actions of an officer, his morale as well as prestige comes down considerably even though he may at a later date be found not guilty of the charges levelled against him. A few cases of this nature where the bonafides of an officer are questioned without much basis, tend to demoralise the staff and they become more cautious and circumspect in their approach to the various problems. This completely saps them to the dynamism and initiative that is so very essential to-day if the country is to progress faster. While no doubt it is imperative that all actions should be taken to root out corruption, sufficient care should be taken to ensure that this process does not lead to demoralisation of the staff. The Committee is of the view that anonymous petitions should not merit any consideration so long as it makes only wild accusations. Only those cases wherein specific instances are given should be taken up for enquiry and even in these cases, the officer concerned should conduct the enquiry himself and that too with a great deal of secrecy so that nobody gets to know

about it till he has reached a definite conclusion whether a regular enquiry should be instituted or not. Such a course of action will render it possible to shift the genuine cases from the rest and avoid giving premature and unsavoury publicity to allegations which are either totally false or seek to attribute motives to bonafide mistakes.

### CHAPTER III

#### DISTRICT REVENUE ADMINISTRATION

In Madras State the Revenue Administration at the District level is headed by an I.A.S. Officer in the senior time-scale of pay. The District is divided into Revenue Divisions which are in turn sub-divided into taluks and firkas. The Tahsildar (The officer in-charge of the Taluk) occupies the highest rank in the hierarchy of the Non-Gazetted Revenue staff, while the Revenue Divisional Officer is the first level Gazetted Officer, the cadre consisting mostly of people promoted from the ranks of Tahsildars and partly by direct recruitment.

2. Prior to independence, the work of Collector related mostly to maintenance of law and order and administration of Revenue. As the agent of the Government, the Collector was also associated with the functioning of other Departments. But the volume of the work relating to such an association was not large as the Government undertook only certain minimum level of developmental activity.

3. Since independence and particularly with the advent of the Block set-up, the association of the Collector with the implementation of the developmental programmes has steadily been on the increase and, in fact, it can now be said that this sector of activity engages the attention of the Collector to a larger extent than other items of work. The introduction of the Panchayat raj institutions has in no way diminished the association of the Collector with the developmental programmes and with the elected bodies. The Collector by virtue of his position as the Chairman of the District Development Council (the non-official body at the District level) continues to be responsible for the implementation of developmental programmes and the smooth running of the Panchayat raj set-up.

4. All this naturally tended to increase the Collector's work, almost to the point of affecting his efficiency. Since the Government wanted to continue close association of the Collector with the implementation of developmental programmes, in 1960, the institution of District Revenue Officers was started. District Revenue Officers were appointed in most Districts to attend to all revenue matters like collection of Land Revenue, assignment, land acquisition, encroachment, etc. Even though the District Revenue Officers were supposed to function independently of the Collector

in actual practice, the Collector is very much kept in the picture even in the purely revenue matters. Thus the system of District Revenue Officers while giving the Collectors the much needed relief to devote quick attention to the developmental activities, still enabled him to continue to be in the overall picture of the entire administration of the district.

5. The basic criticisms that are often levelled against this set-up are two-fold; firstly that the volume of work being too heavy neither the Collector nor the Revenue Divisional Officer is able to devote that amount of personalised attention to the developmental activities which is required for their proper implementation; and secondly that the evolution of the Panchayat-raj system will be hampered by the appointment of the Collector, an official, as the Chairman of the District Development Council. It has been urged that, as in some of the other States, the Chairman of the Council should be only an elected person and that the Collector should function as its Secretary and not as its Chairman.

6. In the pattern as it has evolved in the Madras State, the Collector occupies a unique position. He has been accepted by the people as the representative of the Government at the District level and it is he to whom they look up to for redressal of grievances, or for fulfilment of their basic needs and requirements. In short, the Collector to-day functions as an authority before whom the villager lays bare his problems and expects a solution to be given promptly. The Collector is also generally accepted as the leader of the team by all Departments at the District level. Since, however, the role of the Collector as the leader of the team is derived more by convention rather than by specific Government Orders, there have been instances when the Collectors have found it rather difficult to secure the full co-operation of at least some of the Departments at the District level. But by and large the Collectors have been able to co-ordinate successfully the activities of most of the Departments at the District level. This is borne out by the success, which they have achieved in the implementation of the Special Programmes like Family Planning or Civil Supplies or Small Savings or in introducing special agricultural programmes.

7. As the Collectors in their capacities as leaders of the team at the District level have been able to contribute considerably to the quick implementation of developmental programmes and also to the smooth running of the administration at the District level, the Committee would urge that in any reorganisation of the administration at the District level, an attempt should be made not only to maintain the present role and status of the Collector but also improve upon it by issue of specific orders to strengthen his position as the leader of the team, a role which has devolved on him only by convention so far. The Collector should be placed in overall charge of not only revenue administration and maintenance of law and order but also be the Chief Executive of the Government at the District

level, for the implementation of all development programmes. Necessary steps would also have to be taken to bring even outside agencies like the Central Co-operative Bank, etc., within the ambit of such co-ordination by the Collector.

8. It should however be conceded that the work of the Collector has increased by leaps and bounds in recent years and notwithstanding the appointment of District Revenue Officers his work-load still continues to be heavy. Since it is imperative that the image of the Collector as the Chief Executive of the Government should be retained, it goes without saying, that his jurisdiction would have to be somewhat reduced so that he would be able to function more efficiently in his jurisdiction. In Madras State, of the fourteen Districts, Madras, Nilgiris and Kanyakumari Districts are extremely small. Each of the other Districts has on the average over thirty-three blocks, the average area being about 10,000 sq. kilometres and the average population about 26 lakhs. The Committee is of the view that the optimum size of a revenue District should be so fixed as to cover only about 20 blocks. The average population in such a coverage would be about 20 lakhs and the areas of the District would be around 5,000 sq. kilometres. These yardsticks should be considered only as guidelines and should not be applied rigidly. Various other factors such as the historical evolution, compactness of jurisdiction, backwardness of the areas, industrial growth of the area, etc. would also have to be taken into account while delimiting the new district.

9. As each of the new districts would have not more than five or six taluks and as the Collector could easily deal directly with five or six next level officers, the need for Revenue Divisional Office as the intermediate level would no longer be there. The Revenue Divisional Office could very well be scrapped, thus eliminating one level in the revenue administration hierarchy. With a view, however, to ensure that the abolition of the Revenue Divisional Office does not add to the work-load at the Collector's level, each taluk should be placed in charge of a Deputy Collector and the powers and functions now exercised at the Revenue Divisional Office delegated to the Deputy Collector in-charge of the taluk. The Tahsildar would continue to exist but as a subordinate of the Deputy Collector and will be responsible for the administration of all purely revenue matters so that the Deputy Collector has adequate time at his disposal to supervise the activities of the Blocks in his area (an average of three per Taluk) and also co-ordinate to the extent possible the functions of the Development Departments in his area. In other words, the Deputy Collector would function as the leader of the team in his area. The Deputy Collector would also be kept in the overall picture of the revenue administration of the Taluk so that at his level, he functions as an effective representative of the Government in all matters. In such a set-up it would be possible to reduce considerably the number of the special posts of Deputy Collectors, Special Tahsildars and

Deputy Tahsildars and entrust the special items of work now done by these "Special" Officers to the regular revenue hierarchy.

10. The advantages which will flow from the introduction of the new set-up are very many. The compactness of the jurisdiction and the continuance of the District Revenue Officer to relieve the Collector from routine revenue administration would enable the Collector to devote greater attention to the implementation of the development programmes. He would also be in a position to undertake extensive tours, maintain better contacts with the villagers and thus be in a better position to understand and appreciate their basic needs and problems and formulate programmes to alleviate them. The abolition of the Revenue Divisional Office and the entrustment of the powers now enjoyed by this office to the Deputy Collector in-charge of the taluk would go a long way to reduce the time now taken for the disposal of revenue work. In the revised set-up, the Deputy Collector in-charge of the taluk would be in a position to devote greater attention to the implementation of the programmes by the Block agencies and would also be in a position to function as the leader of the team at his level. It should, however, be mentioned that the Government should take necessary action to "build up" the image of the Deputy Collector at the taluk level so that people as well as other officers come to accept him as the natural leader of the team at that level. The scope for securing officers of high calibre, either by direct recruitment or by transferring from other departments for filling up a proportion of the posts of Deputy Collectors should also be examined.

11. The Committee is of the view that the increase in expenditure consequent on the increase in the number of districts would be offset to a large extent by the savings due to the winding up of the Revenue Divisional Offices as well as the reduction in the number of special posts of Deputy Collectors, Deputy Tahsildars, etc., consequent on the entrustment of these special items of work to the Deputy Collector in-charge of the taluk and the taluk Tahsildars. No doubt the setting up of new Collectorates would involve an additional capital outlay of about Rs. 1½ to Rs. 2 crores per new district but this outlay could be phased over a number of years or even postponed for a few years as it should not be difficult for the new Collectorates to function from the Revenue Divisional Offices already existing in these areas.

12. Another suggestion which is linked with these changes is the reduction in the size of the firka. In Madras State there are to-day about 681 firkas each with an average population of about 40,000 and an average area of about 150 square kilometers. The Revenue Inspector who is in-charge of the firka is responsible for the efficient working of the village officers in his area. As part of his work, he is expected to do the work of Azmoish (field inspection). The general increase in the volume of work has also affected the efficiency of the Revenue Inspector and to-day he is

definitely not in a position to devote as much time to field inspections as is normally expected of him. Another unfortunate development is the duplication of work whereby the reports of the Revenue Inspector are once again processed by the clerical staff of the Taluk Office. The Committee is of the view that if the size of the firka is reduced and a larger number of Revenue Inspectors are brought into the picture, it should then not only be possible to have more intensive field inspections but also enable the Revenue Inspector to function as the "Clerk" of the Taluk Office in respect of matters referred to him for remarks. Whether it be a matter relating to assignment or encroachment or land acquisition the Tahsildar should as far as possible pass orders on the report of the Revenue Inspector thus eliminating the need for a second scrutiny of the Revenue Inspector's proposal by the clerk in the Taluk Office. The Committee is of the view that the size of the firka should be reduced so as to cover a population of not more than 20,000. Here again, this yard-stick should not be considered as a rigid one but only as a broad guideline, the actual size of any particular firka being fixed with reference to other considerations such as land revenue, compactness of the area, historical evolution, etc. The re-alignment of the firka boundaries and the increase in their numbers may not lead to any appreciable increase in expenditure as then it will be possible to wind up more posts of Special Revenue Inspectors and also reduce the clerical strength of the taluk office. This increase in the number of firkas will also have another added advantage. It has been the general practice to appoint as Assistants (Upper Division Clerks) in the Collectorates only such of those Lower Division Clerks who have completed the survey training and also put in a spell as Revenue Inspectors. In recent years there has been a vast increase in the requirements of Assistants in the Collectorates. But the low number of firkas has acted as bottleneck and more often than not, untrained clerks have had to be posted as Assistants. The increase in the number of firkas will thus also ensure a free flow of firka trained clerks for being posted as Assistants in the Collectorates.

## CHAPTER IV

### AGRICULTURAL ADMINISTRATION

For purposes of agricultural administration, particularly on the extension side, the State has been divided into five regions with the headquarters at Madras, Thanjavur, Madurai, Tirunelveli and Coimbatore. Each region is in charge of the Deputy Director of Agriculture and there are on the whole 40 District Agricultural Officers functioning under the Deputy Director.

2. Each District Agricultural Officer has, to assist him, one Plant Protection Assistant depending upon the number of the crops grown in his jurisdiction, a certain number of Crop Development Assistants all of whom

are of the grade of Upper Subordinates. He supervises the technical work of the Extension Officers in the Blocks in his jurisdiction and, through them, the work of the Gramasevaks who are the persons in charge of agriculture at the village level. He is in charge of all items of work of the Department except those for which Special Officers of the Grade of District Agricultural Officers have been appointed (these are dealt with below) and he gets this work done through the Extension Officers (Agriculture) and through his Crop Development Assistants.

3. In addition to the regular District Agricultural Officers, Special District Agricultural Officers have been appointed for special programmes which are being implemented in particular areas in order to cope with the increased volume of work that has resulted from the intensive development work on certain crops. For example, there are four Special District Agricultural Officers appointed to look after the work under the Integrated Oil-seeds Development Scheme and they concentrate both on extension work relating to oil-seeds and on seed production. Similarly, there are five Assistant Cotton Development Officers who look after both extension work relating to Cotton and Seed Production. There are two Cashew Development Officers of the Grade of District Agricultural Officer. The work of all these special officers is concentrated in areas where these particular crops are grown over a wide extent. They have Development Assistants working under them to look after seed multiplication and they take the help of the Crop Development Assistants working under the regular District Agricultural Officers for extension work. There are four Cane Development Officers who look after Sugarcane Development work throughout the State. These again have Assistants working under them.

4. In addition, there are Special District Agricultural Officers appointed to administer Special Package Programmes. These Package Programmes are confined to areas where the particular crop is grown over large and compact extents and the potential for increase of production is considerable. There are nine Special District Agricultural Officers in charge of the Groundnut Package Programmes, five in charge of the Cotton Package Programmes, three in charge of the Banana Package Programmes and one in charge of the Tobacco Package Programme. They have Technical Assistants of the grade of Upper Subordinates. Fieldmen and Demonstration Majistries under them and are self-reliant as far as extension work is concerned.

5. There are in addition, nine Assistant Marketing Officers and six Field Manure Officers, all of the grade of District Agricultural Officer. The Assistant Marketing Officers look after all work relating to Regulated Markets and Marketing while the Field Manure Officers supervise all work relating to local and organic manures, principally compost-development.

6. Each Deputy Director of Agriculture, except the Deputy Director of Agriculture, Tirunelveli, has been provided with a Seed Development Officer

of the grade of District Agricultural Officer who looks after the work relating to the production and distribution of secondary seed of the more important foodgrains. In Thanjavur, this officer works directly under the Joint Director of Agriculture (Package Programme). The State Seed Farms themselves are under the direct control of the District Agricultural Officer in whose jurisdiction they lie.

7. For the purpose of this report, other officers in the grade of District Agricultural Officer, who are working as Lecturers in Training Centres, as part of the extension organization in the Agricultural College under the Extension Specialist and in the office of the Director of Agriculture have been excluded.

8. The main reason for the appointment of Special District Agricultural Officers for Special Programmes was that it would enable concentrated attention being given to these special programmes which it might not be possible for the regular District Agricultural Officer to give in view of his various responsibilities. This argument was perhaps tenable at a time when Package and Intensive Development Programmes were few and were confined to one or two crops. But with the package approach being applied to almost all important crops and with increase in the scope and tempo of extension work all over the State, this has now resulted in several officers of the rank of District Agricultural Officer carrying on extension work in the same area, all of them except the regular District Agricultural Officer concentrating on one crop each. The regular District Agricultural Officer who is supposed to be in charge of all agricultural work is left to concentrate on work relating to foodgrains though he is not entirely without responsibility for other crops. Further, the appointment of Special District Agricultural Officers for special programmes cannot also be said to afford much relief to the District Agricultural Officer in regard to paper and accounting work as he is still responsible for stocking these inputs which are supplied through the Government agencies, distributing them and looking after the accounts side of this work. It cannot therefore be denied that at least in those areas where the more important crops are grown the present set-up leads to a duplication of work and perhaps some bewilderment and confusion in the preparation of farm plans, arrangement of credit and so on. It should therefore be possible to substitute territorial jurisdiction for functional jurisdiction at least in those areas where almost equal attention has to be devoted to all important agricultural crops. If this is done then the jurisdiction of the District Agricultural Officer will get reduced and within this limited jurisdiction he will be in a position to tackle all the problems relating to this department. This will lead to a unified approach in the implementation of the programmes, and there will also be unified control.

9. The District Agricultural Officer by the very nature of his work should do a considerable amount of touring and should concentrate largely

upon field work. This means that he should be relieved of paper work and of the responsibilities of running a large office to the maximum possible extent. On the contrary, what has happened is that the paper work in and the strength of the District Agricultural Officers have been increasing and that, with the best will in the world, the District Agricultural Officer is unable to do as much of purposeful field work as he ought to. This affects the regular District Agricultural Officer much more than the Special District Agricultural Officer since as the man in charge of the clerical and accounting work relating to inputs he has more of office and paper work than the other. The very increase in establishments leads to a disproportionately large amount of time being spent on service matters. There is no doubt that the District Agricultural Officer could be made a much more efficient field officer if he is given only a very small cell of ministerial staff and if his correspondence work is confined to matters important enough for him to deal with personally.

10. The distribution of work between the regular District Agricultural Officers and the Special District Agricultural Officers has been increasingly reflected at the higher level of Deputy Directors of Agriculture also in the past few years. With the intensification of work on the development of cotton, oil-seeds, sugarcane, coconut, etc., Special Development Officers of the grade of a Deputy Director of Agriculture have been appointed for each one of these crops. These cover the entire State and directly supervise the work of the Special District Agricultural Officers and also of the regular District Agricultural Officers in those areas where the regular District Agricultural Officers themselves are wholly in charge of the particular crop. This arrangement again was made on the ground that only this would lead to a concentrated effort being directed towards the development of the particular crop. The validity of this proposition has also diminished with intensification of work on these crops in about equal measure all over the State. There is therefore an equally strong case for reducing the jurisdiction of the regular Deputy Directors of Agriculture at the same time making each such Deputy Director responsible for all Agricultural work in his jurisdiction.

11. As was indicated earlier it may not however be feasible or even advisable to replace completely functional distribution of work by territorial jurisdiction. Special Officers for special programmes will still be there though in greatly reduced numbers. To give one example, there is now a State Marketing Officer of the grade of a Deputy Director who deals with Agricultural Marketing work throughout the State. Under him work the Assistant Marketing Officers, each of the grade of a District Agricultural Officer, exercising jurisdiction over two or more Revenue Districts and looking after all Agricultural Marketing work. The regular District Agricultural Officer or the regular Deputy Director of Agriculture will not be able to deal with the specialised work of marketing as it ought to be dealt with and it would be more advantageous to have this work, which is of a

special nature, supervised by a separate hierarchy of officers. Again, there is now an Agricultural Information Officer of the grade of District Agricultural Officer for the State as a whole, who looks after all Agricultural Information activities. It would be difficult to abolish this post. There are certain kinds of information work such as for example, the production of films, the preparation of propaganda material and so on which have to be looked after at the State level by one officer. The position of such officers as the Chief Inspector of Fertiliser, Sewage Development Officer and Special District Agricultural Officer for Vegetables in Madras City is also similar. Also, in the initial stages of Package work relating to a note on common crop, it may still be necessary to have a Special Officer to concentrate on the area where it is grown. This may also be true of sugarcane to a large extent. But while provision will have to be made for such exceptions what is now being suggested is that, as far as Development work relating to all the main agricultural crops is concerned, the territorial jurisdiction approach would perhaps be more profitable than the functional jurisdiction approach.

12. In the light of the considerations set out above, the Committee would recommend the following pattern of agricultural administration on the extension side at the regional and divisional levels. As far as development work relating to the important crops, like paddy, millets, cotton, groundnut, horticultural crops, etc., is concerned, there need be only one District Agricultural Officer for a unit area. The unit area can be in integral number of Blocks and need not in any case be less than two or three Blocks and more than, say, five Blocks. The actual number in each unit will depend upon the intensity of cultivation and the potentiality for crop extension work in the Blocks of that unit. It is obvious that in an area where a large extent is under cultivation and there is also a multiplicity of crops, the unit area will have to be as small as possible. Where, however, the cultivated area is small with only one or two main crops the unit area can be much larger. There will be no need to create any new District Agricultural Officer's post as a result of this reorganization. All that is necessary is to pool the existing regular District Agricultural Officers/Special District Agricultural Officers and perhaps the Field Manure Officers also and redistribute them among the new units. The existing Development Assistants and Upper Subordinates (excluding Extension Officers of Blocks) can also be distributed under the District Agricultural Officers with reference to the actual work-load. At their level, a cropwise division may be advantageous in some areas. The District Agricultural Officers need not be given any elaborate office organization. It would be adequate if each one of them is given a Stenographer, one Assistant and perhaps one Lower Division Clerk. The Lower Division Clerk should be used for routine work and the District Agricultural Officer will be expected to draft all reports periodical or special, himself with the help of the Stenographer. He should really have no difficulty in doing this because of his reduced jurisdiction. The reduction of office staff and consequently of

office work should enable him to do more of intensive field work. Similarly there can be one Deputy Director of Agriculture for each revenue district in the State except Madras, Kanyakumari, Dharmapuri and Nilgiris. Madras will be attached to Chingleput district, Kanyakumari to Tirunelveli and Dharmapuri to Salem. Under the Indo-German Project, Nilgiris will, in any case, have a separate project officer, who can look after all agricultural work in the district. The Deputy Director of Agriculture should be in charge of all crop development work in the revenue district. The regular as well as the package programmes in their respective jurisdiction will be administered by the District Agricultural Officers and the Deputy Directors of Agriculture. The Deputy Directors of Agriculture will have more elaborate office staff because they will have to do inspection and assessment work and will have to act as the channel of all communication to and from the State Headquarters. The additional staff required for this purpose can be found from the staff rendered surplus in the District Agricultural Officer's Office. All service matters relating to all employees of the Agricultural Department in the district should be dealt with in the Deputy Director of Agricultural's Office directly thus relieving the District Agricultural Officer of this part of his work. The District Agricultural Officer will be concerned only with the drawal of pay for himself and his office staff and with disciplinary action of a minor nature against the subordinate officers directly working under him. The Deputy Director of Agriculture of a district in order to perform his field work effectively, will have to be given a District Agricultural Officer to assist him in office work. This District Agricultural Office will look after all items of work in the office and should trouble the Deputy Director of Agriculture only for the most essential items which should be specifically defined.

13. As was pointed in the earlier chapters it will also be necessary to make increased delegation of power—financial, technical and administrative to the District Agricultural Officers and the Deputy Directors. Unless this is done, it will not be possible to ensure speedier implementation of the various schemes for the simple reason that even for doing a small item of work there would have to be endless correspondence between the District Agricultural Officer and the Director of Agriculture.

## CHAPTER V

### MUNICIPAL ADMINISTRATION

The administration of Municipalities in Madras State is governed by the Madras District Municipalities Act, 1920, the Madras Public Health Act, 1939 and the Madras Town Planning Act, 1920. The Municipal Council consists of elected representatives of the town, the strength being fixed according to the principles laid down in Section 7(1) of the Madras District Municipalities Act. The Act also provides for reservation of seats for members of the Scheduled Caste. The Municipal Chairman is elected by the Municipal Councillors themselves.

2. The Municipalities are divided into five categories, Special Grade, Selection Grade, Grade I, Grade II and Grade III depending upon their population and income. The Chief Executive Officer of the Municipality is the Municipal Commissioner, an officer of the State Government. The Act lays down clearly the duties and responsibilities of the Municipal Chairman, the Council and the Commissioner. The staff of the Municipalities except for the Commissioners, Health Officers and the Municipal Engineers are all directly recruited by the Municipalities themselves.

3. The main drawback noticed by the Committee in the administration of the Municipalities is the lack of financial viability of quite a few of them. No clear assessment seems to have ever been made of the genuine needs and requirements of the Municipalities, nor of the resources which they can reasonably be expected to raise. The devolution of funds from the State Government for the various schemes cannot also be said to have kept pace with the growing requirements of the Municipalities. As a result today there is perhaps not much correlation between the resources position of the Municipality and its actual needs and requirements. In many cases, the Municipalities are seen to undertake only the barest minimum of the duties and responsibilities vested in them by the statute.

4. An attempt should be made at least now to make a comprehensive assessment of the basic requirements and needs of all Municipalities. A phased programme for the implementation of the various essential programmes would have to be drawn up which would give a clear indication regarding the mode of financing these programmes. The Committee is of the view that in the present set-up in which many of the Municipalities content themselves with the provision of certain minimum amenities, not all Municipalities put their best foot forward in the mobilization of resources. Once a clear assessment of the financial position of the Municipalities is made it will then be possible to fix fairly realistic targets for additional taxation efforts by each Municipality and a review could be made from time to time to ensure that these targets are fulfilled. There is also a case for the liberalisation of the devolution of resources from State Government to Municipalities in such a way as to ensure that the Municipalities have the requisite funds to implement the various programmes which are included in their Five-Year Plans. The linking of the mobilization of additional resources by the Municipalities as well as liberalised devolution of funds from the State Government to the implementation of a larger Plan by the Municipalities would, apart from ensuring a certain amount of financial discipline, enthuse the Municipalities into putting in greater efforts for the implementation of the scheme as they would then definitely have sufficient programme content with which they could expect to fulfil the basic needs of the people of their areas. The preparation of Five-Year Plans would also enable the Municipalities to eliminate the delays which are normally inherent, in a set-up where there is an element of uncertainty about the provision of funds for the various schemes. The

Committee would, therefore, recommend the preparation of Five-Year Schematic Budget for the Municipalities—a Five-Year Budget which not only gives a clear view of the various programmes which they should undertake during the next five-years but also indicate in unmistakable terms the devolution of resources from the State Government as well as the order of resources they themselves would have to mobilise.

5. Since the Municipal Council will be too unwieldy a body to look into the details of such plan finalisation, the Committee would suggest the formation of a small Planning Body in each Municipality. This Planning Body which will be headed by the Municipal Chairman will consist of select Municipal Councillors, the Municipal Commissioner, District Officers of the area and select non-officials and retired officials of the area who are known to evince interest in the development of the Municipality. This Committee consisting as it would, of local people would be in a position to draw a comprehensive programme of action which could be followed by the Municipalities in the five-year period and also could give a clear indication of the resources which the Municipality should mobilise. These Five-Year Plans would be routed through the Collector to the Government where it will be approved after it has been screened in consultation with the concerned Heads of Departments. Once the Five-Year Programme is approved, its implementation should be left to the Municipalities, subject of course to a periodical review by the Committee at the District level and the Government of the performance of the Municipalities both in the implementation of schemes and mobilisation of resources. In this context the Committee would urge the closer association of the District Collector with the administration of Municipalities. Such an association would benefit the Municipalities considerably as they would not only have the continued advice of the Collector whenever they are needed but also would be in a position to make use of the position of the Collector as the leader of the team at the District level to ensure smooth implementation of all their schemes.

6. Simultaneously it will be necessary to strengthen the Town-Planning Wing of the Municipalities. At present the development of most of the town is seen to take place in a haphazard way without proper planning. In most cases the basic amenities are sought to be provided after a particular area has developed already in a haphazard manner. This not only renders the provision of amenities very costly but also mars the beauty of the town considerably. The Committee is of the view that the Town-Planning Organization should be strengthened so that adequate attention could be paid to the development of town areas in a planned way.

7. There are a few anomalies in the present set-up which require to be set right. The first of these relates to the role of the Commissioner in the implementation of the Health Programme, which accounts for a sizeable portion of the expenditure of a Municipality. Prior to 1939, the responsibility for implementation of this programme vested fully with the Municipal

Commissioner. With the advent of the Madras Public Health Act, 1939, however the powers have mostly passed on to the Health Officer even though the ultimate responsibility continues to vest with Municipal Commissioner. This has considerably undermined the control of the Municipal Commissioner in the implementation of the Health Programmes. The Committee is of the view that for the efficient functioning of the Municipalities, the Municipal Commissioner should be enabled to function in all matters relating to Municipal administration as the leader of the team at his level and this can be done only, if in respect of Health Programmes also the ultimate responsibility as well as powers for their implementation are vested with the Municipal Commissioner. The Committee would therefore recommend that the relevant Act be amended suitably so as to give effect to this change. The Act should also provide for the vesting of delegated powers in the Health Officer to enable him to take action quickly at times of epidemics without having to wait for the orders of the Commissioner or the Municipal Council. With a view to ensure that these powers are not misused by the Health Officer, suitable Code of Conduct whereby the Health Officer is required to place before the Council and the Commissioner immediately a report regarding the action taken and the need for it, should also be prescribed. The second problem relates to the position of staff directly recruited by the Municipalities. Since these staff owe their positions to the munificence of one or other of the Municipal Councillors, they invariably tend to take sides in Municipal factions and are thus perhaps not in a position to devote adequate attention to their office work. The Committee would, therefore, recommend that all Municipal staff be provincialised so that recruitment is done directly by the Madras Public Service Commission. Once this is done, the staff would be able to discharge their duties without fear or favour. Action has already been initiated on these lines by the Madras Government. The third problem relates to the lack of proper guidance and supervision over the works programmes such as laying of roads, water-supply and drainage, construction of buildings, etc., implemented by the Municipalities. The Committee would suggest that the engineering wing of the Municipalities should be brought under the regular hierarchy in so far as technical supervision and guidance are concerned.

## CHAPTER VI

### PANCHAYAT-RAJ ADMINISTRATION

The Madras State has a three-tier system of Panchayat Administration, *viz.*, Panchayats at the Village level, Panchayat Union Councils at Block level and the District Development Councils at the District level. The administration of the Panchayat-raj institutions is governed by the Madras Panchayat Act, 1958 and District Development Council Act, 1958. There are in all 12,458 Village Panchayats, 427 Town Panchayats and 375 Panchayat Unions in the State. Except for Chingleput, Kanyakumari, Nilgiris and Dharmapuri districts, all other rural districts have been divided into two development districts each for the purpose of developmental administration.

and there are in all 22 Development districts in the State. The Panchayat Act contemplates the constitution of Panchayats for local areas each with a population of more than 500. It has however been the normal practice to constitute Panchayats only for areas with a minimum population of 1,000 unless there are special circumstances. All Panchayats with a population of 5,000 or more and with an annual income of not less than Rs. 10,000 each are constituted into Town Panchayats. The Panchayat Union Council at the Block level is constituted on the principle that it is a co-operative union of all the constituent Panchayats and Town Panchayats in the Block areas. The Presidents of the Panchayats and the Town Panchayats automatically become members of the Panchayat Union Council. On an average each Panchayat Union Council covers about 33 Panchayats. The Chairmen of the Panchayat Union Councils are in turn members of the District Development Council. This council which is headed by the District Collector as its Chairman also consists of all Municipal Chairmen, Members of Legislative Assembly, Members of Parliament, and District Officers.

2. In the scheme as contemplated in the Panchayat Act and the District Development Council Act, the District Development Council functions purely as an Advisory Body, the powers of mobilisation of resources and implementation of schemes being vested in the Panchayat Union Councils and the Constituent Panchayats. Sections 63, 64 and 65 of the Madras Panchayats Act, list out the powers and duties and responsibilities of the Panchayats and Panchayat Union Councils. The Panchayat Union Councils have also been entrusted with the administration of the Community Development Programme under Section 66 of the Act. It may be mentioned here that even though the programme of the Government of India contemplates extension of Community Development by the States only in stages in the rural areas, under the Panchayat Development Programme formulated by the Madras State Government the distinction between development and non-development areas has been set aside and the Block programme has been extended on a uniform basis throughout the State. The relationship between the Panchayat Union Council and the Panchayat is federal in structure and each body is quite autonomous in its allotted sphere. While the Panchayat Union Council is not a supervisory body over the Panchayats, it may utilise the Panchayat as an agency for execution of development programmes at the Village level, and to this extent alone exercise supervision over them.

3. These institutions derive their funds from local cess, local cess surcharge, stamp-duty surcharge, house-tax, land revenue, contributions and various grants-in-aid from the Government, the pattern of disbursement of the grants-in-aid being laid down in the Act itself. The programmes which are implemented by these bodies cover almost all development schemes, like Agriculture, Animal Husbandry, Fisheries, Elementary Education, Village Works (provision of rural water-supply and link roads, school buildings), women and child welfare, social education schemes, etc.

4. For each Panchayat Union Council, a schematic budget covering a programme of action for the entire five-year period has been drawn up. This budget not only lists out the various schemes which have to be implemented by these institutions in the five year period but also gives a clear indication of the resources to be mobilised by them as well as the grants-in-aid to be given by the Government of Madras. This budget is in effect a financial integration of the various resources available for expenditure by the Panchayat and Panchayat Union areas. The extent to which the Panchayats and the Panchayat Unions have been utilised as agencies for the implementation of the various schemes could be judged by the fact that an expenditure of Rs. 150 crores was channelised through these institutions in the Third Five-Year Plan period. Judging by the performance of these bodies in the Third Plan period, the Committee is of the view that they have done reasonably well. Whether in the implementation of the programmes or in the securing of public participation or in the mobilisation of resources, the Panchayat Unions have more than fulfilled the target set for them. The Committee is, therefore, of the view that the three-tier structure with the unit at the District level playing an advisory role and the execution of schemes and raising of resources being entrusted to the remaining two units should be continued in future as such. The Block should be made the basic unit of administration for developmental purposes and utilised as an agency for implementation of all schemes at that level. New or special schemes when taken up for implementation should as far as possible be entrusted to the Block for implementation. An attempt must be made not only to entrust statutorily more schemes to these local bodies for implementation, but also progressively increase their agency functions. The only exceptions to this rule should be those schemes which either because of their broad-based nature or requirement of technical skill in execution would necessarily have to be implemented directly by the Government through the regular Departments. Necessary action should be taken to ensure that departmental rivalries do not stand in the way of actual entrustment of these functions to the local bodies even after formal orders are passed by the Government.

5. The ultimate aim should be to entrust the Revenue administration also to the Blocks. The Committee, however, is of the view that the time is not yet ripe for such entrustment. Revenue administration involves an element of coercion and the entrustment of these functions at this stage to the Panchayat-raj institutions when they are still faced with teething problems is more likely to hinder their growth rather than help them. When ultimately Revenue administration is also entrusted to the Block agency, then the work of the Deputy Collector at the Taluk level will revolve more on co-ordination of the activities of development departments and direct supervision over the implementation of schemes by the Blocks.

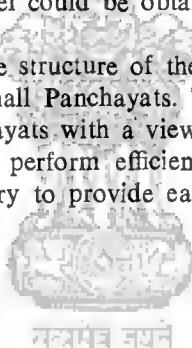
6. The practice of preparing schematic Five-Year Budgets should be continued in future as well. The preparation of these budgets has gone a long way to improve the efficiency of these organisations. Once a clear

indication is given of the programmes as well as the resources, it enables the Panchayat Union Councils to prepare the ground well and thus ensure quick implementation of the various schemes without any shortfall.

7. While most of the staff of the Panchayat Union Councils are Government servants belonging to some department or other, there is a hard core of staff who are directly recruited by the Panchayat Union Councils. The Committee suggests that, as in the case of Municipalities, these staff should also be provincialised.

8. The Block set-up even now contemplates that the Block Development Officer should function as the leader of the team at his level. Experience during the last three Plan periods has, however, revealed that this state of affairs does not obtain in all Blocks. The Committee would therefore urge that necessary action should be taken to ensure that the Block Development Officer is enabled to function as the undisputed leader of the team at the Block level as only then a co-ordinated approach to the implementation of the schemes at the Block level could be obtained.

9. An examination of the structure of the Panchayats reveals the existence of a number of very small Panchayats. The Committee would suggest the delimitation of all Panchayats with a view to make each one of them a viable unit so that they can perform efficiently the functions entrusted to them. It will also be necessary to provide each Panchayat with a full-time Secretary.



GOVERNMENT OF MADRAS

*G.O. Ms. No. 953, Finance, dated 24th August, 1966.*

Administration—District Administration—Appointment of a Committee to study various aspects of District Administration—Ordered.

*ORDER—Ms. No. 953, Finance, dated 24th August, 1966.*

The Administrative Reforms Commission has set up a Committee to study the various aspects of District Administration and it has been suggested that it will facilitate the work of this Committee if a similar committee is set up in each State to gather and study the necessary data. The Government accept this suggestion and set up a Committee to study the District Administration with the following terms of reference:—

- (1) To study the nature and structure of the existing set up in District Administration with particular reference to major reforms initiated in the last 10 years and also the advent of the Five-Year-Plans;
- (2) To study the existing local self-government institutions at the District level and examine the extent to which these institutions have functioned as instruments of public service and public consciousness and also to examine the extent to which there has been effective co-ordination of the activities of the institutions with the limbs of the other departments at District level;
- (3) To study the Panchayat-raj set up and examine the variations in the extent of public participation in the last 10 years in various spheres; and
- (4) To examine and evaluate the role of the Collector with particular reference to—
  - (a) his relationship with other District Level Officers and authorities;
  - (b) implementation of developmental activities;
  - (c) progressive working of the local self-governing bodies, namely Panchayats, Municipalities and others;
  - (d) elimination of delays and grievances ; and
  - (e) maintenance of law and order.

2. The Committee will consist of—

(1) Sri V. Ramaiah, Minister for Food	<i>Leader</i>
(2) Sri P. Kakkan, Minister for Home	<i>Member</i>
(3) Sri S. R. Kaiwar, I.C.S., First Member, Board of Revenue.	”
(4) Sri K. V. Ramanathan, I.A.S., Director of Agriculture, Madras-5.	”
(5) Sri V. R. S. Pandian, Chief Engineer (Irrigation)	”
(6) Sri K. Diraviam, I.A.S., Director of Rural Development, Madras-9.	”
(7) Sri R. Pasupathi, I.A.S., Registrar of Co-operative Societies, Madras-5.	”
(8) Sri G. D. Nandagopal, Director of Statistics, Madras-6	”
(9) Sri R. Krishnaswami Naidu, M.L.A.	”
(10) Sri Sivakaminatha Pillai, Chairman, Srivilliputhur Municipality, Ramanathapuram District.	”
(11) Sri J. Madhanraj, B.A., B.L., Chairman, Poonamalle Panchayat Union, Chingleput District.	”
(12) Sri K. P. Geethakrishnan, I.A.S., Joint Secretary, High Power Committee on Economy and Administrative Reorganisation, Madras-9.	<i>Member-Secretary.</i>

3. For purpose of Travelling Allowance and Daily Allowance, the Committee will be treated as First Class Committee.

4. Secretaries to Government, Heads of Departments and Collectors are requested to extend all help to the Committee in its work. All requests for information and views on the several aspects of the work of the Committee should be complied with promptly so that the work of the Committee may be completed according to schedule.

*(By order of the Governor)*

G. RAMACHANDRAN,  
*Secretary to Government.*

## ANNEXURE

*Statement showing the number of taluks and firkas in the districts, the*

Serial No.	Name of the District	No. of Taluks (including independent sub-taluks)	Number of Firkas (approximately)	Villages per district	Average No. of villages per taluk	Average No. of villages per firkas	Population in lakhs	Average population per taluk in lakhs	Average population per firkas in lakhs	Area in Sq. Kilometers
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	
1. Chingleput	.	12	57	2,179	181	38	20.12	1.68	0.35	7,561
2. North Arcot	.	12	66	1,991	166	30	26.99	2.25	0.41	9,698
3. South Arcot	.	8	55	2,400	300	44	28.33	3.54	0.51	9,487
4. Coimbatore	.	9	55	974	108	18	28.64	3.18	0.52	11,465
5. Dharmapuri	.	4	85	694	141	20	12.74	2.80	0.40	7,115
6. Salem	.	8	85	1,003	141	20	20.90	2.80	0.40	7,439
7. Thanjavur	.	12	71	2,665	222	37	28.38	2.36	0.40	9,159
8. Tiruchirappalli	.	10	75	1,502	150	20	27.77	2.78	0.37	13,485
9. Ramanathapuram	.	17	96	1,587	93	16	20.34	1.19	0.21	11,854
10. Madurai	.	8	49	1,146	183	23	25.02	3.13	0.51	9,644
11. Tirunelveli	.	10	49	1,051	105	21	23.20	2.32	0.47	10,768
12. Kanyakumari	.	4	4	65	16	4	8.47	2.12	2.12	1,404
13. Nilgiris	.	3	9	54	18	6	3.14	1.04	0.35	2,451

## II

*average population, area, number of villages, etc.*

Average area per taluk (Square Kilometers)	Average area per firka (Square Kilometers)	Cultivable area in the District (in 100 acres)			Average cultivable area per firka (in 100 acres)			Land Revenue per district (approximate) (Rs. in lakhs)	Average Land Revenue per firka (Rs. in lakhs)
		Wet	Dry	Total	Wet	Dry	Total		
(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)
630	133	5,840	4,466	10,306	108	83	191	37.28	0.69
808	147	5,913	8,155	14,068	89	124	213	37.87	0.57
1,186	172	7,448	8,620	16,068	135	156	291	71.96	1.31
1,274	208	6,055	13,305	19,360	110	242	352	81.74	1.45
1,213	171	{ 1,313 2,833 }	8,711	{ 10,024 11,284 }	49	202	251	56.59	0.66
763	129		12,906		182	48	230	140.26	1.97
1,348	179	6,167	13,427	19,594	82	179	261	58.10	0.77
697	123	5,617	6,956	12,573	58	72	130	11.64	0.12
1,205	196	4,431	8,753	18,184	90	178	268	40.03	0.82
1,077	220	3,679	10,030	13,709	75	204	279	41.52	0.85
351	351	801	1,738	2,539	200	434	634	8.87	2.22
817	272	123	1,349	1,472	14	150	164	3.15	0.35

## APPENDIX

### *Existing set up of District Administration in Madras*

Madras State comprises of 14 districts, of which Madras, the Nilgiris and Kanyakumari are comparatively small in area. The administration of the district vests generally in the District Collector—an I.A.S. officer in the senior time-scale of pay. The districts are sub-divided into revenue divisions and taluks. Revenue Divisional Officers are either Deputy Collectors or Junior I.A.S. officers. The Tahsildar, who is in charge of a taluk is a non-gazetted officer, one rank below the Deputy Collector. For purposes of development administration the block is considered as the unit and the Panchayat Union Commissioner (Block Development Officer), who is of equal status to the tahsildar, functions directly under Revenue Divisional Officer. In all, there are 46 revenue divisions, 122 taluks and 374 blocks in Madras.

2. Prior to 1947, the work of the Collector mostly centred around land revenue administration and maintenance of law and order including trial of criminal cases. With the separation of the judiciary from the executive in 1949, the bulk of the magisterial work of the Collector has passed on to the District Magistrates. The Collector, however, continues to be in overall charge of maintenance of law and order, and for this purpose, he is designated as Additional District Magistrate.

3. With the advent of the five year plans and the setting up of rural local bodies like panchayats, panchayat unions, etc., which are responsible for implementation of a number of developmental programmes, there has, in recent years, been a shift in emphasis from routine revenue administration to development administration at the district level. With a view to enable the Collector to devote greater attention to the implementation of development programmes, the Government of Madras in 1960, introduced the scheme of District Revenue Officers. The District Revenue Officer, an officer equal in status to a non-I.A.S. Deputy Secretary, is vested with statutory powers in most matters relating to revenue administration like assignment, encroachments, etc., and he generally functions independently of the Collector. The Collector, however, continues to be in an overall charge of these aspects of revenue administration also, and Government expects him to play a leading role whenever any of these items of work (for example civil supplies, collection of land revenue and loan arrears, etc.) acquires even a touch of importance. In other words, the present system, while keeping Collectors in the picture even in purely revenue matters, affords him much relief so that he can concentrate on development administration. In one district, viz., Coimbatore a Joint Collector (I.A.S. officer) has been appointed as an experimental measure. He is responsible for the administration of one-half of the district; the Collector is, however in overall charge of the entire district.

4. For purposes of development administration, all districts, except Madras, Dharmapuri, Nilgiris, Kanyakumari and Chingleput, have each been divided into two development districts. Each development district has a District Development Council of which the Collector is the Chairman and all elected members of that area (M.L.As. M.Ps., Chairmen of Panchayat Union Councils, Chairmen of Municipalities, etc.) are members. All officers associated with the implementation of development programmes are required to attend its meetings. The District Development Council functions mostly as an advisory body, and also as a forum where policies and programmes of Government can be freely and fully discussed and all shortcomings in implementation of

various programmes brought to notice. It also provides an opportunity to the Collector as its Chairman, to assess performance of all other district officers and suitably guide them. In the set up of local bodies introduced in Madras, the Panchayat Union (co-terminus with the Block) forms the pivot; this is because it is the chief executive agency for developmental programmes entrusted to local bodies. The Panchayat Union Council consists of all Presidents of Panchayats within its area; the Block Development Officer is its Commissioner. The Panchayat Act of 1958 clearly lays down the duties and the responsibilities of Panchayats and Panchayat Union Councils not only in the matter of routine administration but also in all other matters like raising of resources, implementation of programmes, etc.

5. Till 1962, the Treasury was also under the direct control of the Collector. Accounts being more a technical subject in which there is paramount need for building up of 'expertise', a separate Directorate for Treasuries and Accounts was formed in 1962. The administration of Treasuries now vests with the Directorate.

6. In most districts, the Collector is assisted in the discharge of his duties, by the District Revenue Officer, two Personal Assistants on the revenue side, and one Personal Assistant for each of the development districts under his charge. All Personal Assistants are gazetted officers. In addition, the District Welfare Officer, (the officer responsible for the implementation of all programmes relating to welfare of backward classes, scheduled classes and denotified tribes) also functions directly under the guidance of the Collector.

7. **Magistracy.**—The District Magistrate is the principal magisterial officer of the district, and as such, he exercises general administrative superintendence and control over all judicial magistrates in the district. He is vested with special powers under the Code of Criminal Procedure to hear revisions, transfer petitions, etc. He tries all First Class cases of a particular area. He also tries cases under the Prevention of Corruption Act and the Essential Commodities Act. He submits periodical returns to the High Court on the administration of criminal justice in his jurisdiction.

8. **Police Department.**—The Superintendent of Police is assisted by an Additional Superintendent for administration and official routine. He has under him several Deputy Superintendents of Police, Inspectors, Sub-Inspectors etc. The Superintendent keeps the Collector informed of the law and order position and the activities of political parties. He advises the latter when a breach in peace and tranquility is threatened. On his part, he offers his recommendations in the grant of arms licences.

9. **Agricultural Department.**—The Deputy Director of Agriculture is the unit officer in charge of administration. Under him there are several District Agricultural Officers including a Seed Development Officer. Then there are Assistant Agricultural Engineers and other subordinates. The District Agriculture Officer gives technical assistance for implementation of agricultural programmes in the Block. He exercises supervision over the work of Agriculture Expansion Officers and Gram-Sevaks. He is a member of the District Development Council and I.A.D.P. Coordination Committee. He is responsible for the implementation of agricultural programmes. The Collector writes half-yearly confidential reports on the District Agriculture Officer and transmits it to the Director of Agriculture.

10. **Medical and Health Department.**—The administration of government medical institutions, other than primary health centres, in the district comes under the control of the District Medical Officer. There is also a District Health Officer who is responsible for all public health work of the district, including the municipal areas. The Collector is the president of the Hospital Advisory Committee. The District Medical Officer is a member of the District Development Council. In times of outbreak of

epidemics the District Health Officer has to submit proposals to the Collector for declaring the effected areas as infected and authorising the D.H.O. to take prevention measures under the Madras Public Health Administration Act.

**11. Public Works Department.**—A Public Works Division is under the control of the Executive Engineer. Under him there are sub-divisions and sections headed by an Sub-Divisional Officer and Section Officer respectively. The P.W.D. is responsible for the execution of all public works, both irrigation and non-irrigation, which have not been specifically allotted to other departments. Whenever any work of improvement and repairs to the irrigation system is to be taken up, the Executive Engineer consults the Collector and obtains his concurrence. He obtains administrative approval of the Collector in respect of all the irrigation works estimated to cost over Rs. 500. The Executive Engineer keeps the Collector informed about the water supply position in rivers and channels, and requests him to advise the people about the supply position to enable them to adjust cultivation of crops accordingly. In times of scarcity of water, the Executive Engineer consults the Collector about the enforcement of turn system and other regulatory measures. Whenever public water is taken by a private individual for industrial or any other purpose, the Collector obtains the views of the Executive Engineer. The Executive Engineer is a member of the District Development Council. The Collector writes the confidential report on the Executive Engineer and sends it to the Chief Engineer.

12. There are several other government offices in the district dealing with various activities, viz.

- (1) The District Khadi & Village Industries Officer;
- (2) The District Veterinary Officer;
- (3) The Employment Officer;
- (4) The Deputy Commissioner of Labour (for a number of districts);
- (5) The Divisional Fire Officer;
- (6) The District Forest Officer;
- (7) The Commercial Tax Officer;
- (8) The District Registrar;
- (9) The District Statistical Officer;
- (10) The District Publicity Officer;
- (11) The Inspector of Factories;
- (12) The District Educational Officer;
- (13) The District Women's Welfare Officer;
- (14) The Asstt. Director of Fisheries;
- (15) Co-operative Department;
- (16) Asstt. Director of Industry & Commerce.

*[Prepared by the secretariat of the Study Team on District Administration on the basis of material made available by the Government of Madras.]*

# DOCUMENT NO. IV



**REPORT OF THE MAHARASHTRA  
नवापेक्ष नियन  
WORKING GROUP ON DISTRICT ADMINISTRATION**



सत्यमेव जयते

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## 1. INTRODUCTORY

1.1. According to the guidelines supplied by the Study Team on District Administration, the Working Group has to cover the following points in its Report on District Administration:

- (i) To ascertain the nature and structure of the existing set-up, from bottom to top, of a district administration in each State and Territory—with particular reference to changes effected at the end of each Five Year Plan;
- (ii) To study the impact of each administrative reform, major or minor, initiated within the last ten years;
- (iii) To make a broad survey of existing local self-governing institutions, urban and rural, together with finding as to how far they have progressed as effective instruments of public service and public consciousness;
- (iv) To see if there are any difficulties in the smooth and proper functioning of these institutions, as also to see if effective coordination is maintained with the other limbs of the District Administration;
- (v) To find out what is the situation obtaining in the Block Areas after the completion of the First Stage; as also to find out if public participation has maintained its tempo and to what extent? i.e. increased or decreased? And why?
- (vi) To examine and evaluate the role of the Collector and District Magistrate with particular reference to :
  - (a) his relationship with other district officers and authorities;
  - (b) development activities;
  - (c) progressive working of the Local Self-governing bodies, viz., Panchayats, Municipalities and others;
  - (d) elimination of delays and grievances;
  - (e) enthusing the people in general for their increased participation in, and close association with Public Administration;
  - (f) keeping the Law and Order situation—as in a democratic set-up and atmosphere;
  - (g) his residual powers and functions.

1.2. Points (i) to (v) may be considered together. During the last fifteen years, major changes in the administrative set-up in the districts in

Maharashtra and in the areas forming component parts of Maharashtra before its formation have taken place mainly in the field of institutions of local-self government and in the field of community development. There have been no radical changes in the organisation of Government Departments at district level except the extension of staff and changes following such extension and specialisation of activities. A mention may be made in this connection of the separation of judiciary from the executive and of Irrigation Department from the Buildings & Communications Deptt. and of Treasuries from the Revenue Deptt. A detailed account of the history and development of rural self-governing institutions during the last fifteen years, the organisation of Community Development after the introduction of the Community Projects and the National Extension Service, and a brief account of the organisation in the State sector is given in Appendix I of this Report. Appendix II gives a detailed account of the organisation of the revenue department at the district and the divisional level. A short account of the developments in the urban self-governing institutions, such as Municipalities, is given in Appendix III. A short note on the cooperative credit structure and marketing organisations is given in Appendix IV. Administrative charts showing the set-up of important departments from top to bottom are enclosed in Appendix V. It is not proposed to burden the main report with these details, which may be referred to, where necessary, in Appendices.

i.3. Soon after the independence, Government took revolutionary and democratic step of separating the judiciary from the executive. The Magistracy dispensing justice in criminal cases was placed directly under District and Sessions Judges who were already under the High Court. This was to comply with the directive principles of the constitution to ensure independence of the judiciary and ensure equality before the law.

The next most important and in a way revolutionary change in the organisation of Government at the district level after independence has been the establishment of Panchayati Raj Institutions in Maharashtra in 1962 after the enactment of the Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961. Before the establishment of these Panchayati Raj institutions there were different types of local bodies in different regions of Maharashtra. There were District Local Boards and District School Boards in Western Maharashtra, District Boards in Marathwada and Janpada Sabhas in Vidarbha. These Local Bodies administered local functions of a very limited nature, such as roads, dispensaries, primary education, management of ferries etc. On account of limited finances, the actual effectiveness and exercise of their powers was very much limited. During the same period, the old State of Bombay and the regions of Vidarbha and Marathwada forming parts of old States of Madhya Pradesh and Hyderabad witnessed the introduction of Community Projects followed by National Extension Service Blocks. With the introduction of community development activities on an intensive scale in these Blocks, there was a duplication of functions

in the Blocks and the corresponding local bodies. Popular representation in the development activities in these development blocks was mainly through the Advisory Bodies at the block and district level, *i.e.*, the Block Advisory Committee and the District Development Boards. The development activities mainly centered round the officers of Government, headed by the Collector at the district level and the Block Development Officer at the block level with the Prant Officer or Sub-Divisional Officer at the intermediate level. During this period, however, a great advance was achieved in the establishment of democratic institutions at the village level. The Bombay Village Panchayat Act in its present form was passed in 1958. This Act gave powers to Village Panchayats to administer a large number of functions including municipal functions. The range of activities covered most of the development activities at the village level. The Act also provided for the establishment of Nyay Panchayats for the trial of civil and criminal cases of a summary nature. It also provided for the establishment of District Panchayat Mandals for the supervision of the Gram Panchayats.

1.4. As is well known, the Balwantrai Mehta Committee was appointed to go into the question as to how to raise the tempo of public participation in the development activities in the rural areas by associating elected representatives of the people with them and making them responsible for development. The Government of Maharashtra appointed the Naik Committee to go into this question. As a result of the Report of this Committee, the Maharashtra Zilla Parishad and Panchayat Samitis Act was enacted, leading to the formation of Zilla Parishads and Panchayat Samitis throughout the state.

## 2. BROAD FEATURES OF THE PANCHAYAT RAJ INSTITUTIONS

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2.1. The broad features of the institutions of Zilla Parishads and Panchayat Samitis established under the Act may be described as follows :

- (i) A strong body for the administration of development and welfare activities in the rural areas has been formed at the district level. Urban areas have been excluded from the jurisdiction of these bodies;
- (ii) A very large devolution of the functions and activities of the State Government in the matter of rural development in the district has been made in favour of the District Body, *i.e.*, the Zilla Parishad. The body at the taluka or block level, *i.e.*, the Panchayat Samiti does not have a corporate status, but it functions as a statutory committee and an agency for carrying out the activities of the Zilla Parishad within its jurisdiction. In some respects, however, the Panchayat Samiti has been given autonomous powers, *i.e.*, schematic budget of the development block is entirely in the control of the Panchayat Samiti;

- (iii) Control of the officials working under the Zilla Parishad has been completely vested in the Chief Executive Officer who is an officer in the senior I.A.S. scale and is of equal status with the Collector;
- (iv) Recruitment of staff in Class III and Class IV under the Zilla Parishad has been kept entirely outside the purview of officers and office-bearers of the Zilla Parishad. District Selection Board headed by the Collector and a Divisional Selection Board headed by the Commissioner has been given the power of recruitment;
- (v) The administration of the Zilla Parishad is carried out by functional committees at the district level, such as the Standing Committee and Subjects Committees and through the Panchayat Samitis which are its territorial committees. The actual execution of the scheme is entrusted to the officers working under the Zilla Parishad under the general control of the Functional and Territorial Committees.

2.2. The Working Group has given considerable thought to the administrative set up of the Panchayati Raj Institutions described above and is of the opinion that this set up is most suited to fulfil the object of securing public participation in the development activities affecting the rural areas through the elected representatives of the people and for generating public enthusiasm. The Working Group has also gone into the question whether the democratic decentralisation of development functions should have taken place at the block level.

2.3. The main reason which weighed with the Government of Maharashtra in selecting the district as a unit for democratic decentralisation was that, having regard to the limitations of financial resources and of personnel, it would not be possible to make available a sufficiently strong and qualified administrative machinery at the block level for the effective execution of development schemes. The extension staff at the block level is mostly in the Class III or junior Class II cadres and is not qualified to assume higher responsibilities. Had the Panchayat Samiti been made the unit of decentralisation, the scope of decentralisation of development activities would have been seriously limited. Besides, with the block as the unit of decentralisation, the services of the district level staff which would have remained in the State sector would have been made available for technical guidance and supervision over the extension staff under the Panchayat Samity, but in that case, the guidance and supervision would not have been as effective as in the present set up. There would have been a division of loyalties of officers at the district level as between the State and the local body. By making the district as the unit to decentralise local administration and placing at the disposal of this unit, the services of qualified Class I and II officers as Heads of Departments, complete loyalty of those officials to the local administration has been secured. The Chief Executive Officer in whom has been

rested the full administrative control over these officials is able to secure complete coordination and harmonious working of the development activities transferred to the Zilla Parishad.

2.4. A very large devolution of powers and functions and placing large financial resources at the disposal of the Zilla Parishads can be aptly described as an Act of Faith. We have no reason to believe that this Faith has been misplaced. We may, however, add that though the Zilla Parishad has been given a very large measure of autonomy in its administration, there are certain built-in safeguards in the Act to provide against adverse effects on the smooth working of the administration by the forming of factions amongst the elected representatives in the Zilla Parishad or in Panchayat Samiti or by these bodies' being dominated by groups having different political ideologies, and group or regional interests. The Commissioner has been given wide powers of supervision and control over the Zilla Parishad. The schemes transferred to the Zilla Parishad have to be implemented with due regard to the terms and conditions attached to them. The State Government can give directions to the Zilla Parishad for carrying out certain schemes or activities. The State Government also can provide for performance of duties in default of the Zilla Parishad. The State Government also has the usual powers of dissolution and supersession. The Collector has been given the power to direct the execution of extraordinary work of doing of any act, the immediate execution or doing of which is necessary in his opinion for the health or safety of the public. In his capacity as District Magistrate, he can suspend the execution of any order or resolution of the Zilla Parishad or any of its committees or a Panchayat-Samiti or the doing of anything which is about to be done or is being done by or on behalf of the Zilla Parishad, which is likely to cause injury or annoyance to public or lead to the breach of peace. Any Collector or District Magistrate issuing any such order or direction has to intimate his action immediately to the Commissioner who can either confirm or modify it under intimation to the State Government. The Commissioner also has the power of suspending execution of any unlawful order or resolution of Zilla Parishad or Panchayat Samiti. He has also the power to hold meetings of the Zilla Parishad or its Committees if they fail to hold them at the prescribed intervals. The Chief Executive Officer of the Zilla Parishad having been equated to the Collector and having been independent powers of transfers of staff and financial outlays of Government grants, the irregularities in public expenditure and administration due to lack of training etc. were also partially, if not wholly, curbed. The provisions in the opinion of the Working Group, constitute sufficient safeguards against any mal-administration or disorganisation in the administration of the Zilla Parishad.

### **3. SOME PROBLEMS PERTAINING TO PANCHAYATI RAJ INSTITUTIONS.**

3.1. While the Working Group would propose to recommend to the Administrative Reforms Commission, the pattern of democratic decentralisation functioning in Maharashtra for its adoption in other States, subject to

such modifications as may be called for by the local circumstances, it would like to draw attention to certain problems arising out of the functioning of these institutions.

3.2. Hardly four years have passed since the establishment of the Zilla Parishads and the Panchayat Samitis in Maharashtra and the period is rather short to make a realistic assessment of their achievements. We would, however, make an attempt to make as realistic an assessment as is possible under the circumstances and to discuss some of the problems that may require serious consideration.

3.3. A very significant aspect which would emerge from an examination of the new pattern is the devolution of the functions and responsibilities on the new bodies of a proportion which could be regarded as tremendous. Only the activities of Law and Order, Administration of Revenue and Justice, Higher Education, Research and activities involving high technical competence as spread over more than a district have been retained in the State sector. The rest of the activities have devolved upon the Zilla Parishads. In financial terms also the devolution is of a very high order. The budget estimates for 1965-66 show that the various types of grants given by Government to the Zilla Parishads amounted to about Rs. 53.66 crores as detailed below as against the total demand put to vote at the Legislative Assembly amounting to Rs. 452 crores:—

(i) Land revenue grant	·	·	·	·	·	4.84
(ii) Equalisation grant	·	·	·	·	·	1.19
(iii) Establishment grant	·	·	·	·	·	3.43
(iv) Purposive grant	·	·	·	·	·	18.51
(v) Deficit adjustment grant	·	·	·	·	·	1.78
(vi) Plan grant	·	·	·	·	·	22.05
(vii) Local cess matching grant	·	·	·	·	·	1.73
(viii) Stamp duty grant	·	·	·	·	·	11

3.4. We may examine the question whether the Zilla Parishads have endeavoured to develop their own financial resources so as to increase on their own account the quantum of the financial inputs at the district level and levels below. The Zilla Parishads have to incur two main types of expenditure *viz.*, (a) committed expenditure, and (b) expenditure on expansion of activities in the local sector and implementation of schemes included in the State Five Year Plans. For financing the 'committed' expenditure, the State Government gives to the Zilla Parishads the following grants *i.e.*,

- (i) Land Revenue Grant.
- (ii) Equalisation Grant.
- (iii) Establishment Grant.

(iv) Purposive Grant.

(v) Deficit Adjustment Grant.

In addition, the Zilla Parishads also make use of their own resources for financing their own 'committed' expenditure *i.e.*, expenditure on their own staff and liabilities which they inherited from the erstwhile local bodies. For expansion of development activities, the Zilla Parishads have the following resources at their disposal :

(a) Cess on land revenue;

(b) Grant given by Government to match the additional cess raised on land revenue;

(c) Incentive grant;

(d) Block grant.

The total average income from these resources amounts to approximately about Rs. 3.80 crores. As against this, a provision of Rs. 29.76 crores was made in the budget for 1965-66 for payment of the following grants :

(1) Land Revenue Grant.

(2) Equalisation Grant.

(3) Establishment Grant.

(4) Purposive Grant.

(5) Deficit Adjustment Grant.

These figures will show that the proportion of self-raised resources of the Zilla Parishads to Government non-Plan grants works out to roughly 9% to 10%. This is obviously a comparatively negligible proportion and indicates that the financial structure of the Zilla Parishads is based chiefly upon the Government Grants. The transfer of huge funds to the Zilla Parishads from year to year is obviously a logical consequence of the transfer of schemes and works which were formerly with the State Departments. We have, however, no hesitation in commending the efforts made by Zilla Parishads in raising the cess on land revenue beyond the minimum of 20 paise per rupee of land revenue. Some Zilla Parishads have raised it to 100 paise. This effort is yielding to the Zilla Parishads an annual revenue of about Rs. 3½ crores as against the revenue of about Rs. 1½ crores in the previous set up. At the lower levels also, 17 Panchayat Samitis and 1 Village Panchayat have so far increased the rate of cess on Land Revenue. It may be mentioned here that if the rate of cess on land revenue is increased at the instance of the Panchayat Samitis and the Village Panchayats, the entire increase goes to the local bodies concerned, while if it is increased at the instance of the Zilla Parishads, 50% goes to all the Panchayat Samitis. On such an increase being sanctioned, Government gives a matching grant to the Zilla Parishads.

3.5. It is true, however, that at present the Zilla Parishads function more as agencies of the State Government for carrying out development activities by utilising funds provided by Government, than as autonomous bodies raising their own resources and spending them on development in the local areas. This has inhibited its freedom in the matter of development. As the Zilla Parishads gain in maturity and attain a certain degree of stability, the question of arriving at some financial arrangements by which certain funds could be placed at their disposal with greater freedom to spend them on local development may have to be considered.

3.6. It will be seen that the State Government officers working under the Zilla Parishads work directly under the Chief Executive Officer. The administrative control of the Regional Officers and the Heads of Departments over these officers is not direct, but through the Chief Executive Officer. The Regional Officers and Heads of Departments have been directed to carry out adequate inspections of the work of these officers and give them technical guidance. There is obviously a need to establish certain healthy conventions so that the Regional Officers working in the State sector may identify themselves with the development activities in the Zilla Parishads to the same extent as they do with the activities in the State sector.

3.7. By and large, it would not be inappropriate to conclude that the Zilla Parishads have succeeded in accelerating the pace of Rural Development programmes in the Districts. Moreover, by the establishment of these institutions, the principle of elected institutionalised collective leadership has been given its due place in local administration. As a result of establishment of the Panchayati Raj Institutions, a new rural leadership which is comparatively young and educated has emerged as can be seen on the following table :—

Office bearers	Average age	Education
Presidents	40 years	9 Arts Graduates 4 Other Graduates 2 Under Graduates 2 Matriculates 8 Others.
Vice-Presidents	40 years	9 Arts Graduates 2 Under Graduates 2 Matriculates. 12 Others.

3.8. It will be seen that except for the block grants over which the Panchayat Samiti exercises full autonomy, it functions as a Statutory Committee of the Zilla Parishad. The question that would have to be given serious thought is that at some point of time the block grants would

be reduced to zero and existence of the Panchayat Samitis may become superfluous. The question of providing separate independent funds solely at the disposal of the Panchayat Samiti so as to secure its continuous utility in the context of development required at the block level may have to be considered.

3.9. Cooperative institutions being mostly self-propelled economic entities have been kept mostly outside the jurisdiction of the Zilla Parishads. The Zilla Parishads are debarred from giving any loans in the field of agriculture and irrigation. In the field of agriculture the function of the Zilla Parishads is mostly of extension and execution. The loans are provided by the Cooperative Institutions. It is obvious that unless there is a close cooperation between the cooperative bodies at the district and even at the higher levels and the Zilla Parishads, any scheme of agricultural development would run into serious difficulties. Representatives of cooperative bodies have been given representation on the Zilla Parishads and the Panchayat Samitis by making their representatives associate members. There is no such corresponding representation to the Zilla Parishads on the District level cooperative bodies. It will be very necessary to give such representation in order to secure the necessary coordination.

3.10. Unlike the Panchayat Samiti, the Village Panchayat is a corporate statutory body functioning at the village level. Its finances come from the land revenue grant equal to 30% of the land revenue collected in the village, a case of 20 paise per rupee on land revenue and the local taxes levied by the Gram Panchayat. There is also an equalisation grant made by the State Government. Taking all these resources together and even considering the fact that the Secretary of the Gram Panchayat is appointed and paid by the Zilla Parishad, the Village Panchayat does not possess sufficient funds to carry out development activities in the village on its own and mostly functions as an agency of the Panchayat Samiti and the Zilla Parishad. In order to develop local initiative and to take development activities to the grass roots, it would be necessary to provide Village Panchayats with more financial resources. The Working Group would recommend that it may be considered whether the Government of India should set apart some fund of making grants to the Village Panchayats exclusively for local development.

#### 4. COORDINATION

4.1. As regards the question of coordination, there is no difficulty so far as the internal administration of the Zilla Parishads is concerned, because the entire administrative machinery works under the control of the Chief Executive Officer. The Chief Executive Officer is responsible to the Zilla Parishad, who can pass a resolution for his withdrawal by two-third majority. We have already touched upon the relationship between the Regional Officers and the Zilla Parishads. They will have to be made fully responsible for technical guidance to the officers under the Zilla Parishads.

4.2. As regards the State sector, the Collector coordinates the activities of different departments in the District. As between the Zilla Parishads and the State sector, coordination may take place by mutual liaison at the respective levels and the Collector also can assist by virtue of his position as the Chief representative of Government in the District. Where, however, more effective coordination is necessary, it can be secured by the Commissioner who exercises control both over the Zilla Parishads and the Collectors. The Commissioner is expected to hold and holds periodical meetings in which the representatives of the Zilla Parishads, Collectors and the Regional Officers participate. The Commissioner also holds such meetings where necessary in the District to secure greater coordination nearer the area of operation. Government have also formed *ad-hoc* Planning Committees at the district level which are presided over by Ministers in-charge of the Districts. These Committees on which representation is given to the Zilla Parishads, the District Officers, including the Collectors, M.L.As., and M.Ps., formulate proposals for the development plan and also look to its implementation. There are similar Committees at the Regional level headed by senior Ministers. We consider that this machinery for coordination is quite adequate. While the Committees headed by the Ministers would be more concerned with broad matters of policy and general problems affecting the implementation of the schemes, the Commissioners should be responsible for securing speedy and effective execution of the schemes by going into greater details and the day-to-day execution.

## 5. SITUATION IN THE BLOCKS

5.1. As regards the situation obtaining in the block areas, after the completion of the first stage and the degree of public participation, the table below gives the percentage of popular contribution to Government expenditure in the preceding two years:

*Percentage of popular contribution to Government expenditure*

1963-64	.. 51
1964-65	.. 35

Here Government expenditure means expenditure on all types of Block activities which involve an element of popular contribution.

5.2. The following table would show the average popular contribution per C.P.A. Block per quarter during the year 1963-64 and 1964-65.

		Rs.
1963-64	Stage I Stages II & III	19,675 17,050
1964-65	Stage I Stages II & III	9,300 9,275

5.3. We do not think that it would be correct to infer that the tempo of public participation has decreased. Replies to the questionnaire issued by us would indicate that the tempo has been maintained and has in some cases increased. As the block enters the post-intensives stage, public participation in financial terms is bound to go down as there are less schemes requiring such participation. In order to maintain the tempo of public participation, it will be necessary to introduce schemes which involve such participation.

## 6. ROLE OF COLLECTOR

6.1. We would now examine point 6 of the guide lines which relates to the role of the Collector and District Magistrate. With the establishment of the Zilla Parishads, the Collector does not have much to do with matters of rural development in the district which have been transferred to the Zilla Parishads. He has not, however, been completely dissociated from the Zilla Parishads. As the Chairman of the District Selection Board, he is responsible for recruitment to Class III and Class IV services under the Zilla Parishads, other than technical services which are recruited by the Divisional Selection Board. As mentioned above, the power to suspend or prohibit any work or resolution of the Zilla Parishads if it causes injury or nuisance to the public or is likely to lead to the breach of peace is given to the Collector who can also direct execution of any work which is necessary for the health or safety of the public. He is also a member of the *ad-hoc* committee for planning and in that capacity keeps in touch with planning and development in the district.

6.2. With the separation of Rural Development functions the Collector has been associated in greater measure with industrial development in the district which has assumed and is bound to assume more importance as the economy develops. He has been appointed ex-officio Deputy Commissioner of Industries and all the staff in the Industries Department in the district works under him. Being relieved of work connected with rural development, he is now expected and is in a position to pay greater attention to securing coordination in the schemes in the State sector. In the recent unified Maharashtra Municipalities Act, 1965, he has been given greater powers of control over the municipalities in the District. For securing coordination with the Zilla Parishads in matters of common interest, the State Government has the power to appoint a Coordination Committee presided over by the Collector of which representatives of the Zilla Parishads and Municipal Councils are members.

6.3. Besides law and order in his capacity as District Magistrate and administrator of land and land revenue as Collector, the Collector represents Government in all departments which do not have a District Head in the district and also in respect of such residuary functions as election, census, civil supplies, procurement and distribution of food and such other

matters. We do not think that as a result of separation of rural development from the Collector, his image in the eyes of the public as a representative of Government in the district and as an officer to whom they could go to ventilate their grievances and seek guidance or help in an emergency has been impaired. On the other hand, by being kept out of elected bodies in the district, his independence in matters of law and order and general administration has been amply secured.

6.4. We would here like to touch upon the role of the Collector in the matters of coordination with other district officers. Unlike the Chief Executive Officer of the Zilla Parishad, he has no powers of control or supervision over other District Officers; nor do we think that such powers of control or supervision, or of giving of directions to District Officers should be given to the Collector. Exercise of such powers is likely to be resented and may overstep its proper boundary and may lead to interference in technical matters. The role of the Collector in coordination should be to bring the District Officers together and to find out ways and means of removing the difficulties by discussion and advice. In the case of difficulties, he can take up the matter with the next superior Regional Officer and maintain close liaison with them for this purpose. This liaison should, of course, be reciprocated by the Regional Officers and Heads of Departments also. They should remember that it is the Collector who can give effective help to the local officers in case of difficulties. The Regional officers and the Heads of Departments should always keep in touch with the Collector so as to secure his advice and assistance in the implementation of the schemes so far as they have a bearing on the public at large.

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6.5. We feel that the officer to be posted as Collector should be a senior officer and with a certain degree of maturity and experience so that he may be able to perform his role of securing coordination with other district officers.

## 7. OTHER MATTERS—LAND ACQUISITION

7.1. A great bottle-neck in the execution of the development schemes is the delay in land acquisition. An Expert Committee appointed by the Government of India is already going into the question of changes in the Land Acquisition Act to eliminate some of the procedural delays; often much delay is caused by the time taken by joint measurement of the land to be acquired. We suggest that the collector should be given powers to appoint surveys within certain limits where the joint measurement suffers for want of Surveyors at the disposal of the District Inspector of Land Records.

*Public Relations Officer*

7.2. By virtue of his image in the eyes of the public as a representative of the State Government, people often approach the Collector for securing redress of their grievances or where action on their applications is delayed. We think that this image of the Collector should not be impaired and the people should not be discouraged from approaching him. Quite often, they approach him because they do not know the proper authority to be approached. The Collector, however, does not have any assistant to assist him to deal adequately with such representations. We would recommend that an officer of a sufficiently high rank *i.e.*, a senior Deputy Collector may be attached to every Collectorate and he may be given the minimum required staff. This officer may be called 'Public Relations Officer' and should work as a Personal Assistant to the Collector in the matter of Public Relations. He should receive persons who may want to approach him for guidance, or for making representations not only against the revenue administration, but also the administration of other offices. He would guide them to approach the proper officers or authorities where this may seem sufficient. In the matter of delays and grievances in matters already pending, he may make enquiries from the department or office concerned, and expedite the disposal of the matters. It is necessary that this officer should have tact and discretion to see that his actions do not in any way amount to interference with work of other departments or encroach upon their field of activities. He should bring matters of importance to the notice of the Collector himself. Matters relating to corruption should be outside the purview of the Public Relations Officers as they are dealt with by the Anti-Corruption Committee of which Collector is the Chairman. If any such complaints are received, he should simply place them before the Collector.

**8. REGIONAL PLANNING**

We may make mention of a situation arising in areas outside the municipal limits in which lot of industrial activity is going on. Such activity is mainly going on in this State in the Thana, Poona, Nasik, Kolhapur, Nagpur and Aurangabad districts and part of Kolaba District. It is also in evidence in areas near the periphery of large towns. Government is also promoting the establishment of the Industrial Estates at several places. To secure the planned development of these areas and to prevent the creation of slums and provide for the disposal of industrial wastes, having regard to the requirements of public health, the Government of Maharashtra has recently passed a new Town Planning Act. In this Act, provision has been made for regional planning. The Act, provides for preparation and implementation of regional plans and for appointment of statutory bodies with adequate powers to prepare and implement such plans. Opportunity has also been taken to make provision for the creation of new towns by a developmental authority. The Act enables the State Government to designate any area reserved in the regional plan as a site for the new town and to constitute a development authority to secure the laying out and development of the new town.

## 9. SOME SUGGESTIONS

9.1. Before closing our report we would like to make a few suggestions and observations regarding general matters having bearing on general administration in the district, though they do not involve any structural changes in the pattern of District Administration.

### *Rates of Pay Scales in Local and State Sector*

9.2. We feel that there should not be any difference in the scales of pay of Class III and Class IV officers working under the Zilla Parishads and the corresponding scales for officers under the State Government. Otherwise, this would create difficulties for the local bodies in recruiting sufficiently qualified staff as is happening on account of disparity between the scales of central staff posted in the State and the corresponding scales of the State staff.

### *Strengthening of Agricultural Extension Staff*

9.3. Though we would not propose any change in the constitution of the Panchayat Samiti, we feel that the staffing pattern, particularly in important development functions such as agriculture, should be strengthened. Since agriculture is the most important subject dealt with at block level, the Agricultural Officers at this level should be of a higher status than at present, and possess more technical competence.

### *Collector-cum-Deputy Commissioner, Industries*

9.4. Though the Collector has been appointed as ex-officio Deputy Commissioner of Industries, his powers in the matter of grant of loans and other matters are limited. We feel that he should be called upon to play a more effective role in industrial development. The range and extent of his powers should, therefore, be widened.

### *Election of Sarpanch*

9.5. In regard to the Village Panchayats, we feel that if the Sarpanch of the Village Panchayat is directly elected by all the voters within the limits of the Village Panchayat, it would be possible to secure a person who is a true representative leader of the people than a mere leader of group in the village which would be the case in the present system of election in which the elected Panchas elect the Sarpanch. Similarly, in regard to the representation of the Village Panchayats on the Panchayat Samitis, we would propose that instead of the Sarpanch being eligible for election from the electoral college, in which every Pancha of the Village Panchayat is a voter any Panch, should be eligible to stand for election. This would lead to a more healthy atmosphere in election of the Sarpanch of the village.

### *Delegation of Powers*

9.6. We feel that in the State sector there should be a much greater delegation of powers at lower levels in order to secure quick disposal of work and to avoid reference to higher officers on matters of small details. We notice that the officers do not exercise the powers delegated to them due to lack of confidence or courage of conviction, and sometimes due to interference or apprehension of interference from higher authorities. It is necessary to see that the officers exercise the powers vesting in them and discharge their responsibilities. They should be encouraged to exercise initiative.

### *In-service training and refresher courses*

9.7. Much of the inefficiency in the clerical and lower technical cadres is due to lack of knowledge of rules, procedures and experience. Due to the tremendous expansion of work in Government departments, recruitment on a very large scale is being made, but we feel that adequate attention is not being paid to the training of these persons, particularly in the lower cadres, with the result that inexperienced officials have to shoulder responsibilities to which they cannot do sufficient justice. It is very necessary that in-service training and refresher courses are provided for Government officers at all levels. Having regard to the limitations of financial resources, it will be necessary to revise the pay scales of officials, particularly at the lower levels in order to secure qualified persons.

### *Regional languages as medium of Government Business-Manuals*

9.8. With the adoption of the regional languages as a medium of transacting Government business, much of the difficulty experienced on account of lack of adequate knowledge of English by lower Government officers would be removed. It is, however, necessary that all Government orders should, as far as possible, be issued in the language of the State. We would also suggest that separate manuals should be prepared for the officials at various levels prescribing their functions and duties.

### *Controls, Permit Licences*

9.9. An important source of corruption and complaints is the distribution of controlled articles and grant of permit licences etc. Corruption and complaints would be reduced to a considerable extent if the distribution is made according to rational principles and not left to the discretion of the officers. Delays leading to the complaints occur as the powers to grant permits, licences etc., are centralized at higher levels. Such complaints would be reduced with greater decentralization and delegation of powers to the local officers. In some cases, such as grant of hotel licence and huller licence in rural areas, there is a case for withdrawing the controls altogether.

### *Punishments*

9.10. The Working Group feels that the present system of holding departmental enquiries and awarding punishments to officers leaves much to be desired. On account of the lengthy procedure that has to be followed considerable delay occurs in awarding punishment. There is also a case for decentralizing of powers in awarding punishments. Quite often, the effect of the punishment is washed out on account of the interference of non-officials and higher officials of Government. As appeals are always provided against the punishment awarded, there should be no room for such interference which must be severely discouraged. The Working Group also feels that there is interference from non-officials with the discretion of the Government officers in taking decisions. This also needs to be discouraged.

### *Regulatory powers of Registrar*

9.11. Though the cooperative institutions play an important role in the economic development of the public through collective and cooperative action, sometimes due to the entry of political considerations in the exercise of wide economic powers and the existence of party factions and political groups, quite often, a lot of injustice and hardship are caused to individual members or a member society. If the cooperative society refuses to enrol any person as a member, the Registrar has no power to direct such enrolment. Even if such a person is enrolled, the co-operative society may effectively prevent such person from taking the loan and may deny him other facilities. Similarly if a particular member-society does not find favour with the group in power in the district level body, such society can be denied loans and other facilities. If they are not denied, they can always be delayed. The Registrar has no powers to come to the help of such member or society in such a case. We feel that the Registrar of Co-operative Societies should be given regulatory powers in such cases by amending the Act, if necessary.

## **10. REVENUE FUNCTIONS AND LOCAL BODIES**

We observe that in many States the Revenue functions have been transferred or are proposed to be transferred to the Panchayati Raj institutions. In some States the village level revenue officer *i.e.*, the Patwari or Talathi has been transferred to the Panchayati Raj institutions. We had also transferred the Talathis to the Zilla Parishads soon after they were established and the work of collection of land revenue and maintenance of revenue accounts was also transferred to the Village Panchayats and the Zilla Parishads in their respective areas. The Talathis, however, along with all the above functions were taken back by the State Government and re-transferred to the Revenue Department in order to deal with the situation arising out of the emergency and the food situation and scarcity conditions in the State. We feel that this was a wise step and are of the opinion that the Talathis should not be transferred back to the Zilla Parishads. If the

Collector has to function effectively as ears and eyes of Government in the district, he must have an officer directly under his control in the village. With the abolition of the office of the revenue Patil, the Talathi or Patwari is the only Government officer at village level. If this officer is transferred to the Zilla Parishad and no substitute is appointed, the effectiveness of the Collector in general administration will be seriously affected. Besides, we do not feel that the maintenance of record of rights, crop registers and other land records which have a direct bearing on the rights of people in land should be subjected to the pressures and interference of elected representatives at the village level, who may not regard the maintenance of these records objectively and free from their political and other affiliations. For the same reason, we do not recommend transfer of revenue functions which are of a quasi-judicial nature to any elected body.

## 11. BUDGETARY PROCEDURE REFORM

11.1. We would like to make a mention of a reform in the budgetary procedure which in our opinion, is necessary. We would here only indicate the problem broadly and our general suggestions. Perhaps, the Administrative Reforms Commission would be able to go into the question in more detail since it is an all-India question.

11.2. The budget year runs from 1st April to 31st March. After the budget is passed by the Assembly in the Budget Session which is held usually in February and March, sanctions are communicated to the departments. The sanctions cannot be communicated unless the Budget is passed. On account of the delay in issuing sanctions, a considerable portion of the working season is lost and there is delay in the execution of the projects. We would, therefore, suggest that the financial year may be changed from April-March to July-June or some such suitable date. With this Reform, the sanctions could be communicated before the commencement of the working season and there would be no delay in execution of the projects.

11.3. Another matter that requires examination is the necessity of obtaining fresh sanction every year for any continuing scheme though the scheme may have been fully scrutinised and approved and sanctioned. The sanction is given each time for a period ending 31st March of the financial year and has to be renewed every year. If there is delay in issuing the sanction, it impedes the execution of the scheme as no expenditure can be incurred until the sanction is received. It will have to be considered whether sanction should not be given for longer periods beyond the financial year and the necessity for fresh sanction for every year dispensed with.

## 12. RECOVERY OF GOVERNMENT-DUES

The Committee has noted that there is a large accumulation of arrears of dues of various Government departments which are recoverable as arrears of land revenue, as well as dues of Cooperative Societies.

Recovery of these dues is made by the revenue officers. There were suggestions that officers of other departments should be given powers of recovery under the Land Revenue Code. The Working Group, however, feels that such recovery should remain with the revenue officers. It is, however, necessary to strengthen the Revenue staff, having regard to the volume of such arrears.

### 13. BETTERMENT LEVIES AND SURCHARGE ON IRRIGATION RATE

13. In order to recover the cost of Irrigation Projects, provision has been made for imposing a betterment levy on lands which are benefited by irrigation works. A provision has been made in Maharashtra to convert these betterment levies into a surcharge on irrigation rates. We find that no serious attempt has been made to levy and recover this surcharge. In order that the maintenance of irrigation works may be made economic we would recommend the recovery of such surcharge without any delay.

(Sd.) *R. A. Patil*,  
Minister for Revenue  
Leader;

(Sd.) *Kisan Veer*, M.P.  
Member.

(Sd.) *Ratnappa Kumbhar*, M.L.A.  
Member.

(Sd.) *P. S. Deshmukh*  
President  
*Zilla Parishad, Thana*,  
Member.

(Sd.) *A. U. Shaikh*  
Secretary  
*Agriculture & Cooperation*  
Department,  
Member.

(Sd.) *R. G. Salvi*,  
Secretary,  
*Rural Development*,  
Department,  
Member.

(Sd.) *N. V. Khursale*,  
Chief Engineer,  
*Irrigation & Power*  
Department  
Member.

(Sd.) *S. M. Vidwans*,  
Director,  
*Bureau of Economics &*  
*Statistics*,  
Member.

(Sd.) *V. Subramanian*,  
Registrar,  
*Cooperative Societies*,  
Member.

(Sd.) *M. P. Pande*,  
Deputy Secretary,  
*Revenue & Forests Department*,  
Member-Secretary

*Sachivalaya*,  
Bombay-32,  
5th December, 1966

## Existing set-up of District Administration in Maharashtra

### Introductory

1. The present State of Maharashtra consists of 13 districts of Western Maharashtra, which form part of the Old Bombay State, 5 districts of Marathwada which came from the Old State of Hyderabad and 8 districts of Vidarbha which came from Old Madhya Pradesh. Until 1962 when the Maharashtra Zilla Parishads and Panchayat Samitis Act was passed, the Local Self-Government Institutions in these three areas were different and had different historical backgrounds. The administrative pattern in respect of normal and development work in the State sector also was different in the three areas at the time of the formation of the bigger Bombay State in 1966 and though a great deal has been achieved towards integration, some differences arising out of historical development and local necessities still continue.

2. For a broad survey of the district administration in Maharashtra, it would be convenient to divide the normal and development work of Government in the district in two parts, *i.e.*, the State sector and the local sector. The local sector includes Local Self-Government institutions such as municipalities and corporations in the urban areas and the Zilla Parishads, Panchayat Samitis and Village Panchayats in the rural areas. It would be convenient to start with the local sector first.

### Local sector position before 1st May 1962 Western Maharashtra:

3. **District Local Boards.**—In Western Maharashtra, District Local Boards were constituted under the Bombay Local Boards Act, 1923 as amended by Act (XXIII) of 1938 and continued until the formation of Zilla Parishads in 1962. The membership of District Local Board ranged from 30 to 60, there being one seat for over 20,000 population. 10% of the seats were reserved for women. There was also reservation for scheduled castes and scheduled tribes. Municipal and cantonment areas were excluded from the jurisdiction of the District Local Boards. Every voter on the electoral role of an assembly-constituency was qualified to vote for election of members to the District Local Board. District Local Board carried on its work through a standing committee, public health committee and other committees formed under the Bombay Local Boards Act. There were no statutory bodies at the taluka level but the Act provided for formation of Taluka committees. Actually, however no such committees were formed.

4. **District School Boards.**—An important aspect of the local administration in Western Maharashtra before the establishment of Zilla Parishads was the establishment of a separate local body for the administration of primary education. District School Boards were established with the passing of the Primary Education Act of 1923. The entire primary education was transferred to the District School Board which had the power to appoint its own administrative staff and teachers, and sanction of school budget. The only functions reserved with the State Government were training of teachers, syllabi and grant-in-aid. The amendment of 1937 gave power to Government to appoint the Administrative Officer of the District School Board. The amendment of 1947 provided for Staff Selection Committees consisting of the Educational Inspector, Chairman School Board and Administrative Officer. The power to transfer and take disciplinary action against teachers was given to

the Administrative Officer. These amendments were useful to remedy the defects and shortcomings in the administration of the District School Board but did not introduce any fundamental change.

5. With the expansion of primary education, there was a great need for construction of school buildings for which District Building Committees were formed.

### MARATHWADA

6. **District Boards.**—The Hyderabad District Boards Regulation of 1941 provided for mainly elected district boards. No elections, however, took place until 1956. The Hyderabad District Boards Act of 1955 did away with nominations and further extended the franchise, each constituency being for 20,000 to 30,000 population. The District Board consisted of 16 to 48 elected members as prescribed by Government and elected the President, the Vice-President from among its members. At least four seats were reserved for scheduled castes and scheduled tribes and such number of seats as the Government may specify were reserved for women. Every person qualified to vote for the State Legislative Assembly had the right of vote for election of members. A standing committee and three committees for public health, works, communications and education, rural development were formed for the purpose of administration. The President was the Chairman of the Standing Committee and the Works and Communications Committee and the Vice-President was the Chairman of the other two committees. The District Boards were formed and continued until the establishment of the Zilla Parishads.

### VIDARBHA

7. **District Council.**—Under the Central Provinces and Berar Local Self-Government Amendment Act, 1939, four-fifth of the members of the District Council were elected by the Local Boards, they in turn electing the remaining members from amongst the residents of the district. The Local Boards under the Central Provinces and Berar Local Self-Government Act, 1920 consisted of elected representatives, co-opted members and members nominated by the Chief Commissioner, both officials and non-officials, the nominated members not exceeding one-fourth of the total number. In the District Council, seats were also reserved for a Muslim, a member of the scheduled castes and a woman.

8. **Janapada Sabha.**—Further development in Vidarbha took entirely a different turn. After the popular ministry took office in 1946, it enacted the Central Provinces and Berar Local Self-Government Act, 1948. This Act abolished the Local Boards and the District Councils and constituted a Janapada Sabha for each tahsil. The functions given to these bodies were much wider to those given to the local bodies before. The Janapada Sabhas functioned as nominated bodies to start with and were elected in 1952.

9. The area known as Janapada was usually a tahsil which on an average is about wide the size of a taluka in other parts of the State. The Janapada was divided into an urban circle consisting of municipal and notified areas and a rural sector of the remaining areas. The rural circle was further divided into electoral divisions, each division returning one councillor. The Janapada Sabha consisted of councillors elected by electoral divisions and such number of councillors not exceeding the one-sixth of the total number as may be prescribed by Government, elected by members of the municipal committees and notified areas committees comprising the urban circle. The councillors were required to co-opt a member of the scheduled castes and scheduled tribes in areas specially notified by Government for the purpose in case such persons were not elected. The Sabha carried out its

functions through six Standing Committees for Finance, Public Works, Public Health, Education, Agriculture and Administration. The Chairman and Deputy Chairman of the Sabha were *ex-officio* Chairman and Deputy Chairman of the Administration Committee. A revenue officer of the rank of Deputy Collector or a Sub-Divisional Officer of the tahsil worked *ex-officio* as Chief Executive Officer of the Janapada Sabha. The Tahsildar was the Deputy Chief Executive Officer.

10. As stated above, these institutions continued in the respective areas of Maharashtra until the establishment of Zilla Parishads under the Maharashtra Zilla Parishads and Panchayat Samitis Act, 1962.

11. The functions of District Local Boards in Western Maharashtra, District Boards in Marathwada and the Janapada Sabha in Vidarbha were divided in two categories obligatory and discretionary and generally followed a more or less similar pattern. The obligatory functions included construction and maintenance of roads, hospitals and water works, promotion of primary education, public health and co-operation, provision of veterinary services, construction and maintenance of small irrigation works, development of cottage industries, afforestation and the like. Some of the important regulatory functions were assessment and collection of taxes, inspection of weights and measures, regulation of pig keeping, numbering of houses and regulation of vehicular traffic. Though thus the statute authorised the local bodies to undertake quite a large number of development functions of a local nature and to exercise considerable regulatory powers, in actual practice, however, they were not able to discharge many of these functions due to lack of resources and administrative apparatus required for their performance.

12. **Village Panchayats.**—Under the Bombay Village Panchayat Act, 1920, the Panchayat was constituted into an elected body with only the Village Patil as its *ex-officio* member. This Act enfranchised all adult male villagers. Supervision and control over the Village Panchayats was given to the District Local Board. The Village Panchayats were entrusted with local functions mainly of a civic nature. Villagers were, however, reluctant to form Village Panchayats due to the provision of compulsory house tax in the Bombay Village Panchayat Act, 1920 and so Sanitary Committees or Boards continued to function in some villages.

13. The Bombay Village Panchayats Act, 1933 empowered the Village Panchayats to take up various activities including some socio-economic functions and to levy taxes and duties to increase their income. There was, however, no large progress particularly on account of formation of village uplift associations which were sponsored and aided by Government for the purpose of rural development. As these did not involve local taxation, they were preferred to Village Panchayats.

14. The development of Village Panchayats in Vidarbha exhibited similar trends. The Central Provinces and Berar Panchayat Act of 1920 was practically the first step towards establishment of Village Panchayats. The Panchayats had limited functions, powers and resources. The Central Provinces and Berar Sanitary Panchayats Act, 1920 provided also for sanitation Panchayats for bigger villages with somewhat better resources.

15. The popular ministries that took office after the passing of the Government of India Act, 1935 were responsible for a number of enactments for improving the working of Village Panchayats. The Bombay Village Panchayat (Amendment) Act, 1939 made the Village Panchayats wholly elected. It also provided for constitution of a Village Bench for deciding petty civil and criminal matters and a compulsory levy of house tax. By an amendment in 1947, the Government was empowered to vest some of its village properties in the Village Panchayats and to grant 15%

of land revenue to it. Another amendment in 1956 entrusted some additional functions to Village Panchayats, which were also authorised to levy cess at the rate of 2 annas a rupee of land revenue.

16. The Central Provinces and Berar Panchayats Act, 1946 provided for the establishment of Gram Panchayats and Nyaya Panchayats. The Panchayats were made fully elective. The Panchayat could elect anyone from its members or any other resident of the area and qualified to be a voter, as the Sarpanch.

17. In Marathwada, Panchayats were established for the first time under the Panchayats Act of 1947 for villages with a population ranging from 2500 to 5000. The Tahsildar called a meeting of all adult residents of the village and selected a panel of names for twice the number of seats, the Collector nominating the required number of persons, the Sarpanch and the Hon. Secretary from this panel. Equal representation was given to Hindus and Muslims. The Panchayat's obligatory duties were mainly of a civic nature and its duties covered the fields of agriculture, industries, co-operation etc. The Panchayats could levy any of the prescribed taxes, fees etc. after obtaining Government's sanction and was given a portion of local cess on land revenue. Under the Hyderabad Village Panchayats Act, 1951, the election principle was applied except for 2 or 3 members, who were to be nominated, one of them being from the Scheduled Castes. The Act also provided for Nyaya Panchayat and enlarged the functions of the Gram Panchayat to a certain extent. In 1956 the Panchayat was made entirely elective with reservations for scheduled castes and scheduled tribes. Provision was also made for establishment of a Gram Sabha. The Gram Panchayat was empowered to levy a tax of 2 annas per rupee of land revenue with Government sanction. It was also granted 50% of the local cess and 15% of land revenue collected in the village.

18. After the reorganisation of States in 1956, a unified law called the Bombay Village Panchayats Act, 1958 came to be passed which is now in force in the State with some modifications as a result of the enactment of the Zilla Parishads and Panchayat Samitis Act. This Act presents the following special features:—

- (1) Constitution of a Gram Sabha of all able residents in the village.
- (2) Establishment of a District Village Panchayat Mandal for every district for control and supervision over Village Panchayats.

(The Mandal has now been abolished and the functions have been entrusted to the Zilla Parishad).

- (3) Secretary of the Village Panchayat is a Government paid servant. (Now he is appointed and paid by the Zilla Parishad).
- (4) Entrustment of work of land revenue collection and maintenance of village records.

(After the formation of Zilla Parishads this work was entrusted to all the Village Panchayats by the amendment of the Village Panchayats Act, and the Talathis or Patwaris were transferred to the Zilla Parishads. Now, however, as a result of the emergency and on account of the need of a Village officer directly under the Revenue Department for administration of food and civil supplies and scarcity and other matters, this work has been temporarily taken away from the Village Panchayats and the services of the Talathis or Patwaris have been retransferred to the Revenue Department).

- (5) Payment of 25% to 30% of land revenue collected in the village to the Village Panchayats. (At present 30% of the total ordinary land revenue collected in the district is given to the Village Panchayats).

(6) Constitution of Group Nyaya Panchayat for 5 or more villages with more judicial powers.

19. Very wide powers and functions were delegated to Village Panchayats concerning every sphere of public welfare and development. The old distinction between obligatory and discretionary functions was removed and the Village Panchayats are free to take up any activity in the spheres of sanitation and health, public works, education and culture, village defence, agriculture, cattle breeding, village industries etc. The Village Panchayats can also undertake within the village any work which is likely to promote the health, safety, education, comfort, convenience or social or economic or cultural well being of the inhabitants of the village. The role of the Panchayats in the community development programme has also been defined. The Village Panchayats are accordingly to be the sole agency for carrying out such development works as approach to roads, culverts, foot bridges, drinking water wells, social education etc.

Government has launched a State wide programme for covering all the villages through the Village Panchayats. According to the latest information, there are 19733 Village Panchayats in the State covering all the Villages and 72% of the population of the State.

The Panchayat can undertake, subject to its resources, any social or economic programme for the development and well-being of the village.

#### **Rural Development in the State Sector position before 1st May 1962 — Community Development Programme.**

20. Rural development received a great impetus with the introduction of the community development programme. The community development programme was started in 1952 on a pilot basis in selected areas called 'Community Projects'. Some time later, it was decided to establish a permanent extension service all over the country with the Development Block as a lowest administrative-cum-development unit and to have suitably phased programme for this purpose. The first stage was called 'the National Extension Service' for a period of 3 years with a budget provision of Rs. 5.50 lakhs. It was to be followed by an intensive development stage called 'the Community Development Stage' of 3 years with a budget provision of Rs. 15 lakhs. This was to be followed by a post-intensive stage of a budget of Rs. 30,000 per year. In the Second Five Year Plan, the financial provision for the National Extension Service stage was reduced to Rs. 4 lakhs and that for the Community Development stage to Rs. 12 lakhs. Special Multipurpose Development Projects were started for tribal areas with a budget of Rs. 27 lakhs spread over a period of 5 years.

21. The nature of the Community Development Programme was such that it was incumbent to associate the people through their leaders or representatives with the working of the projects or blocks. A Project of Advisory Committee was constituted for each project or block to give advice in the formulation and implementation of the programme. The Sub-Divisional Officer/Prant Officer was the chairman of the Block Development Committee as it came to be called afterwards and a non-official member nominated by the Collector, the Deputy Chairman. Block Development Officer was the secretary and the membership of the Committee consisted of three other officials, resident members of Parliament and State Legislatures, the Chairman of the Taluka Development Board, a nominee of the District Local Board or Chairman of the Janapada Sabha, two women, three social workers, six Sarpanchas, one member of the scheduled castes, nominated by the District Development Board, Krishi Pandit, residing in the block two Chairmen of Primary Co-operative Societies

nominated by the District Development Board, the Chairman of the Project Implementation Committee, Sanchalak of the Sarvodaya Centre and Chairman of the Taluka-Block, Supervising union.

22. To co-ordinate the various activities in the field of development, a central body called 'the District Development Board' was formed by the Government of Bombay at the District Level in 1952. The board consisted of Government officials and non-officials nominated by Government, a representative of the co-operative marketing societies, the Chairman of the Central Co-operative Bank, the President of the District Local Board and Members of Parliament and the State Legislature. Ministers, Deputy Ministers, Speakers etc., were associate members in the district which they represented. The Board had on an average about 12 sub-committees for various subjects. After the reorganisation of States in 1956, such boards were established in Vidarbha and Marathwada also.

23. The function of the District Development Board was to advise and assist district officials in respect of prohibition, agriculture, rural development, minor irrigation, publicity, distribution of controlled articles, welfare of backward classes, health, co-operation, marketing, social education etc.

24. A sub-committee of the district development board known as 'the National Extension Service Community Development Advisory Committee' was formed for advising on all questions of policy relating to the implementation of block development programmes. It consisted of the Collector as its Chairman, some district officers and the following non-officials *viz.*:

- (1) The Vice-chairman of the District Development Board;
- (2) The President of the District Local Board;
- (3) The Secretary of the District Development Board;
- (4) The Chairman of the District School Board;
- (5) One member nominated by the District Development Board from its members from each taluka/block covered by the Community Development programme.

नायक समिति

#### **Report of the Naik Committee on Democratic Decentralisation:**

25. It may be seen that the rural development programme ushered in by the Community Development Projects mainly centered round the Collector of the District and the Sub-divisional officers with advisory committees to assist them. The elected local bodies did not directly participate in the programme except in an advisory capacity. The Balwantrai Mehta Committee was appointed to study, among other things, the contents of the Community Development Programme and the priorities assigned to different fields of activities within it. It was also asked to assess the extent to which the Community Development Programme had succeeded in utilising the local initiative and in creating institutions to ensure its continuity for the improvement of social and economic conditions in local areas. It was also requested to enquire into the pattern of existing district administration and suggest its reorganisation so that democratic bodies at higher levels are organically linked with village panchayats to take over the entire general administration and development of the districts and its sub-divisions other than law and order, administration of justice and certain functions of the revenue administration.

26. As a result of the Mehta Committee's recommendations, a revised pattern of working of the Community Development Programme was adopted. Under this programme, there is pre-extension stage of one year with a budget provision of

Rs. 18,000 primarily for agricultural extension, stage two of 5 years with a budget provision of Rs. 12 lakhs and stage three of 5 years with a budget of Rs. 1 lakh per annum.

27. After studying the present functions of the existing District Boards and noticing a tendency of late on the part of the States to impinge on their functions the Mehta Committee went on to suggest that decentralisation of responsibility and powers to levels below the State was an urgent requirement. It, therefore, recommended devolution of powers to a body, which would have the entire charge of all development work within its jurisdiction, the Government reserving to itself the functions of guidance, supervision and large planning and where necessary providing extra finance.

28. To consider the recommendations of the Balwantrai Mehta Committee in regard to democratic decentralisation, the Government of Maharashtra appointed a Committee under the Chairmanship of Shri V. P. Naik, the then Minister for Revenue (now Chief Minister) to consider this question. In the report submitted by the committee, the principle of democratic decentralisation was accepted. The Committee recommended as complete a devolution as possible of functions and activities in the State sector in respect of rural development, particularly agriculture and animal husbandry. The Committee also recommended the retention in the local sector of the subjects hitherto administered by the local bodies. The Committee recommended a three-tier system of administrative set up *viz.*, at the district level, the block level and the village level. The committee proposed district as a unit of the Local Administration and advocated a strong administration at that level. Between the "District Council" at the district level and the panchayat at the village level, an intermediary body at the block level to serve as a link between the two was proposed. This body called "Block Committee" in the report was proposed to be a statutory committee of the District Council with a large representation of the village panchayats.

#### **Zilla Parishads and Panchayat Samitis**

29. Government accepted the recommendations of the Naik Committee in consequence of which Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961 was passed. The Act came into force on 1st May, 1962 and the elected Zilla Parishads started functioning from August, 1962.

30. **Zilla Parishad.**—The Zilla Parishad consists of—

- (a) not less than 60 councillors chosen by direct election, so however, that there is one councillor, as far as is reasonably practicable, for not more than every 35,000 of the population;
- (b) (i) If the elected councillors do not include a woman, then two women (each residing in a different block) co-opted by the elected councillors,  
(ii) If the elected councillors include one woman, then one more woman (residing in a block) in the district, co-opted by the elected councillors,
- (c) The Chairman of all Panchayat Samitis in the district to be **ex-officio** members;
- (d) The Chairmen of such five federal co-operative societies conducting business or activities in the district in relation to credit, land development, marketing, industrial co-operative and co-operative training or education. The representatives of the co-operative societies are associate councillors and have no right of vote and are not eligible to hold the office of presiding authority.

The President and Vice-President of the Zilla Parishads are to be elected by the councillors.

**31. Panchayat Samiti.**—A Panchayat Samiti is constituted for every block. It consists of:

- (a) All councillors who are elected to the Zilla Parishad from the electoral divisions in the block;
- (b) The co-opted councillor if any residing in the block;
- (c) The Chairman of such a co-operative society conducting exclusively the business of purchase and sale of agricultural commodities in the block as may be specified by Government, to be an associate member;
- (d) The Chairman of a co-operative society conducting business relating to agriculture, to be co-opted, to be an associate member;
- (e) If the elected members do not include a woman, one woman in the block to be co-opted. If the elected members do not include a person belonging to the scheduled castes or scheduled tribes, one such member to be co-opted;
- (f) Sarpanches elected by members of panchayats. For this purpose each electoral division in a block is to be divided into two electoral colleges. All members of panchayats in each electoral college have to elect one Sarpanch from among the Sarpanches of these Panchayats.

**32. Chief Executive Officers.**—For the execution of the work of the Zilla Parishads and the Panchayat Samitis, provision is made for appointment of a Chief Executive Officer and a Deputy Chief Executive Officer for every Zilla Parishad. These officers are appointed by Government. The Chief Executive Officer is in the senior scale of the IAS and has the rank of the Collector. The Deputy Chief Executive Officer is usually of the rank of the Deputy Collector. The Chief Executive Officer has the power to appoint officers and servants of Class III and Class IV service. He has to supervise and control the execution of all activities of the Zilla Parishad. He has to assess the work of the officers of Class I and Class II service holding office under the Zilla Parishad and record his confidential remarks on their work. He is charged with the responsibility to exercise supervision and control over the acts of officers and servants holding office under the Zilla Parishad in matters of executive administration. The Chief Executive Officer can delegate his powers to any other officer or servant holding office under the Zilla Parishad.

**33. Block Development Officers.**—The Government also appoints a Block Development officer for every Panchayat Samiti. He exercises powers in the block for the purpose of carrying out the provisions of the Act. He is also a drawing and disbursing officer in respect of moneys from the block grants *i.e.*, grants payable to the Panchayat Samitis.

**34. Standing Committees and Subjects Committees.**—The administrative and executive work of the Zilla Parishad is carried on through certain Class I and Class II officers who are appointed by Government to serve under the Zilla Parishad and who function as Heads of Departments.

Even though a Zilla Parishad has an elected President, and Vice-President, the Zilla Parishad works through a set of seven Committees, a Standing Committee and the following Subjects Committees—Finance, Works, Agriculture, Co-operatives, Education and Health. The Standing Committee consists of the President who is

ex-officio Chairman; the Chairmen of the Subjects Committees; seven Councillors erected by the Zilla Parishad of whom not less than two should be members of the Scheduled Castes or Scheduled Tribes or socially and educationally backward classes, not more than two persons co-opted by the Zilla Parishad who have special knowledge or experience in respect of any of the subject allotted to the Standing Committee; the Deputy Chief Executive Officer is *ex-officio* Secretary of the Committee. The Committee for Co-operatives consists of the five associate Councillors of the Zilla Parishad and five other Councillors elected by the Zilla Parishad. The other Subjects Committees each consists of the seven Councillors elected by the Zilla Parishad and not more than two persons co-opted who have special knowledge or experience of the subject. The Vice-President of the Zilla Parishad is *ex-officio* Chairman of two such Subjects Committees as the Parishad might determine. Two other Councillors from amongst the elected Councillors are elected by the Parishad to be Chairman of two other Subjects Committees as the Parishad might determine. The Heads of the respective Departments of the Zilla Parishad are *ex-officio* Secretaries of the corresponding Subjects Committees.

While the democratic authority is thus functionally distributed between the Standing Committees and the Subjects Committees, it is regionally distributed between the Panchayat Samitis which are the Block Committees. The Act requires that any works or development Schemes which a Zilla Parishad decides to execute or maintain shall be executed or maintained through the agency of the Panchayat Samitis.

35. Considering the financial expenditure involved in each scheme, the matter is discussed and decided in the Subject Committee and if the financial limit exceeds the authority of the concerned Subject Committee, the matter is put up before the Standing Committee of the Zilla Parishad. The President is the Chairman of the Standing Committee and the Deputy Chief Executive Officer is the Secretary. The work of the Zilla Parishad is broadly conducted in three stages. First of all, the administration is responsible for all the schemes and gives its suggestions for its implementation for consideration of the Subject Committee or the Standing Committee as the case may be. In the second stage, the Subject Committee considers the schemes, accepts them or modifies them and takes a decision for implementation. The execution of the scheme is the responsibility of the administration headed by the Chief Executive Officer and all the concerned Heads of Departments and Chief Accounts and Finance Officer, who is the financial adviser and auditor. Financial powers regarding giving administrative approval to the schemes have been given to the President, authorities and the committees of the Zilla Parishad according to financial outlay involved. As regards technical sanctions, some powers have been given to the Heads of the concerned Departments while other powers are reserved by the Head of the Government Department.

36. The administrative staff working under the previous local bodies taken over by the Zilla Parishad has been equated in the administrative set up sanctioned for it by Government. Besides this, Government have placed at the disposal of the Zilla Parishad such Class I and Class II officers as are necessary for administration of the functions devolving upon the Zilla Parishad under the Act. These officers continue to be officers of Government but serve under the Zilla Parishad. The salaries and allowances of this staff are entirely borne by the State Government. As regards Class III and Class IV Officers, such number as was required to carry on the functions entrusted to the Zilla Parishad, has been allotted to the Zilla Parishad. Thereafter the Zilla Parishad can recruit such additional staff as may be necessary. District Selection Boards and Divisional Selection Boards have been formed for the recruitment of the staff.

37. The subjects allotted to the Zilla Parishad under the Act have been given in the First Schedule and the subjects allotted to the Panchayat Samiti in the Second Schedule to the Act. Copies\* of the Schedules are enclosed. Besides this, certain schemes have been transferred for execution to the Zilla Parishad on agency basis by Government. A list† of such schemes is given.

38. It is the duty of the Zilla Parishad to make reasonable provision for subjects enumerated in the first Schedule called the District List. They include all activities of Government at the District and Lower level. The Second Schedule which is also a part of the District list includes subject relating to activities at the Block level, and for which the Panchayat Samiti is made primarily responsible. The Panchayat Samiti has full freedom in the utilisation, of the Block grants made by Government and the Zilla Parishad has no power to interfere with it.

#### State Sector

39. As regards the State Sector in the district, it is now concerned with schemes and functions which have no direct bearing on rural development in the District and such development activities which have not been transferred to the Zilla Parishad. The Collector is directly in charge of Revenue Administration and of all general administration which does not specifically fall in the sphere of other departments, and all such functions for which there is no district head in the district. Such functions are, for example, food and civil supplies, administration of controls, census, elections, scarcity administration and local calamities. The Collector is also the *ex-officio* Deputy Commissioner of Industries in the District. The Collector also is the District Magistrate and has the overall responsibility for law and order in the district. He is also the district head for such departments as Prohibition and Excise, Food and Civil Supplies, Small Savings and through various statutory and non-statutory committees, he is connected with the administration of other non-development departments and activities such jails and prisons, employment exchange.

40. Other District Officers of departments in the State sector are the District Superintendent of Police, Executive Engineer, Buildings and Communications Department, District Officers of the Irrigation Department, the Civil Surgeon, District Employment Officer, Superintendent of Excise and Prohibition, District Inspector of Land Records, Divisional Forest Officers, Deputy Registrar, Co-operative Societies, Superintendent of Fisheries, Officers of the Agriculture and Animal Husbandry Department in charge of residuary activities in the State Sector, and such other offices.

41. Except for the District Officers, who are directly placed under the Collector such as the Superintendent of Prohibition and Excise, the Collector has no direct control over the administration of other departments in the district. He is, however, the O & M Officer of Government in the district and in that capacity he is expected to visit the offices of the District Officers and examine the procedure of work of these offices with a view to improve the efficiency and streamline the procedure. In the monthly co-ordination meeting, the various problems of the departments are discussed and steps are taken to reduce the delays and co-ordinate the activities, where necessary. As most of the departments whose activities are expanding have to do with land acquisition, there is a Special Land Acquisition Committee in which the problems relating to land acquisition are discussed. The Collector is also the Chairman of the anti-corruption committee in the district.

A representative chart showing the administrative organisation in a district at the various levels in the Local Sector and the State Sector is enclosed.

42. It may be seen that in the administrative set up of the Zilla Parishad, the administration of the various departments is more close knit and compact than in

\* Vide-Appendix — I, Annexure 'A' & 'B'

† Vide-Appendix — I, Annexure 'C'

the State Sector. The Chief Executive Officer is the head of the administration of the Zilla Parishad and all the other Heads of Departments have to work under his administrative control. This secures a greater co-ordination of their activities. On the other hand in the State sector, the Collector has to achieve coordination with other departments. The co-ordination is secured more by discussion and advice than by the exercise of any authority.

43. There is no satisfactory agency for co-ordination between the Zilla Parishad administration and the State Sector administration. The Chief Executive Officer of the Zilla Parishad is not expected to attend the co-ordination meeting, presided over by the Collector.



## ANNEXURE A TO APPENDIX I

*Subjects of activities (including development activities)*

**Agriculture**

1. Establishment, management, maintenance and the giving of grants to Agricultural Schools (including grants to aided Agricultural Schools) but not including matter relating to (i) laying down of syllabus, (ii) prescription of text books, and (iii) conducting annual examination.
2. Crop competitions.
3. Crop protection.
4. Crop campaigns (including Kharif and Rabi Crop campaigns and intensive paddy cultivation).
5. Compost and local manures.
6. Distribution of fertilisers, agricultural implements and agricultural quota of iron, steel and cement.
7. Demonstration of improved agricultural practices.
8. Model demonstration or subsidiary seed farms.
9. Importation and distribution of improved seeds.
10. Establishment and maintenance of godowns.
11. Advancement and improvement of agriculture.
12. Eradication of noxious plants.
13. Acclimatisation of exotics.

**Animal Husbandry**

14. Veterinary aid (excluding District Veterinary Hospitals but including veterinary dispensaries, veterinary aid centres and village veterinary chests).
15. Improvement of breed of cattle, horses and other livestock (including artificial insemination sub-centres, key village centre, premium bull centres, fodder development plots, silo pits, formation of taluka and district livestock improvement associations and the like, and distribution of improved breed of sheep).
16. Distribution of improved poultry.
17. Organisation of cattle shows and rallies.

**Forests**

18. Village forests and grazing lands (including measures for development of village woodlands for purpose of pasture and fuel).

### Social Welfare

19. Educational development of backward classes, including measures relating to:—

- (i) grant of scholarships, freeships and examination fees to backward class students, and
- (ii) establishment and maintenance of hostels and schools for backward class students, including giving of grants to aided hostels for construction and maintenance of hostels and supply of other aids to such hostels and schools but excluding hostels for areas larger than a district.

20. Economic development of backward classes, including—

- (1) giving of financial assistance to individual cultivators in the form of loans and subsidies for the purpose of purchasing agricultural requisites;
- (2) giving of financial assistance to individual artisans in the form of loans and subsidies for cottage industries and professions;
- (3) supply of spinning wheels to Vimukta Jatis;
- (4) development of communications in backward areas;
- (5) maintenance of Co-operative stores and grant of subsidies to Multipurpose Co-operative Societies for maintenance of staff (so far as Co-operative Societies having not more than rupees five lakhs working capital each and having jurisdiction less than a district are concerned);
- (6) establishment of handicrafts centres; and
- (7) development of cattle-breeding and poultry farms.

21. Removal of untouchability, including—

- (i) celebration of Harijan weeks;
- (ii) Zunka-Bhakar programme;
- (iii) encouragement of inter-caste marriages between caste-Hindus and Harijans; and
- (iv) awarding prizes to villages which do outstanding work in the removal of untouchability.

22. Programmes for welfare of backward classes, including—

- (i) women's and children's welfare programmes or projects;
- (ii) establishment and maintenance of Balwadis;
- (iii) undertaking propaganda and publicity for welfare of backward classes;
- (iv) organisation of entertainment programmes for backward classes;
- (v) holding social melas;
- (vi) Sanskar Kendras, community-cum-recreation centres and community halls for backward classes.
- (vii) supply of clothes to Vimukta Jatis;
- (viii) financial assistance to individuals for purchase of medicines, and giving of grants to voluntary agencies for administering medical relief;

- (ix) provision of houses for backward class persons; and
- (x) provision of drinking water wells.

23. Training of backward classes; including—

- (1) organisation of training camps; and
- (2) technical training and training in improved methods of hereditary occupations.

### **Education**

24. Establishment, management, maintenance, inspection and visiting of primary schools and basic schools including grants to aided schools but excluding items relating to—

- (i) laying down of syllabus;
- (ii) prescription of text-books;
- (iii) conducting scholarship examinations;
- (iv) conducting primary school certificate examination and standard IV examination in Vidarbha; and
- (v) such other powers as are vested in the State Government under the Bombay Primary Education Act, 1947.

25. Establishment, management, maintenance, inspection and visiting of secondary schools excluding items relating to—

- (i) prescription of curriculum;
- (ii) prescription of text-books;
- (iii) rates of and conditions for maintenance grants;
- (iv) permission for conversion of high schools into higher secondary schools;
- (v) rates of fees;
- (vi) laying down general conditions for recognition;
- (vii) conduct of primary and high school scholarship examination; and
- (viii) such other powers as may be specifically entrusted to the Director of Education or reserved for the State Government under the Grant-in-aid Code.

In the case of private secondary schools only recommending grants and loans and their disbursement on sanction from the Director of Education.

- 26. Grant of loans and scholarships to students in respect of primary and secondary education.
- 27. Construction and maintenance of primary and secondary school buildings of the Zilla Parishads.
- 28. Other educational objects.
- 29. Provision of equipment and playgrounds for schools.

**Medical**

30. Taluka dispensaries, including upgrading of taluka dispensaries.
31. Hospitals, excluding civil and cottage hospitals as also other big Government hospitals which are comparable to civil hospitals.
32. Subsidised Medical Practitioners' Centres.
33. Rural Medical Relief Centres and Public Medical Relief.
34. Grants of financial assistance to institutions giving anti-rabic treatment to indigent persons.
35. Grants-in-aid to private charitable hospitals, dispensaries, maternity homes and other such institutions.

**Ayurveda**

36. Ayurvedic and Unani Dispensaries (including the giving of grants to such dispensaries).
37. Replenishing stock of Ayurvedic medicine chests in villages.



38. Primary Health Centres.
39. Mobile Hygiene Units.
40. Combined Medical and Public Health Units.
41. Vaccination.
42. School Health Service.
43. Measures for treatment of Anti-yaws.
44. Maternity and Child Welfare Centres.
45. Maintenance of medicine boxes in villages.
46. Facilities for health education.
47. Rural sanitation.
48. Taking of necessary measures in the interest of public health.
49. Reclamation of unhealthy localities (including grant of loans to private persons, or associations for the purpose).

**Buildings and Communications**

50. Construction, maintenance and repair of—
  - (i) Village roads;
  - (ii) Other District Roads;
  - (iii) Major District Roads; and
  - (iv) Bridges on above mentioned Roads.
51. Rural Parks and Gardens (excluding National Parks and Gardens).

- 52. Construction of administration and other buildings in connection with Zilla Parishad's requirements.
- 53. Means and Communication other than roads
- 54. Public ferries.
- 55. Maintenance of trees in the vicinity of roads
- 56. Light railways and tram ways.
- 57. Telephone lines.

#### **Public Health Engineering**

- 58. Rural Water-supply.
- 59. Protected Water supply for fairs in rural areas.
- 60. Rural drainage.
- 61. Works for preservation of water for drinking, bathing and cooking from pollution.
- 62. Minor Irrigation works (only those works which irrigate 250 acres or less each).

} Excluding schemes with a capital cost more than rupees five lakhs in each case.

#### **Industries and Cottage Industries**

- 63. Local Industries.
- 64. Local Arts.
- 65. Training Institutes and Schools, excluding Research Institute and Institutes meant for an area larger than a district.
- 66. Training-cum-Production Centres and Production centres.
- 67. Sales depots and emporia.
- 68. Giving of grants-in-aid and loans to individual craftsmen.
- 69. Giving of stipends to trainees.
- 70. Promotion and development of Cottage and Village Industries.
- 71. Organising marketing facilities for Cottage and Village Industries products.
- 72. Giving of grants-in-aid and loans to industrial co-operatives.
- 73. Handlooms.
- 74. Executive work relating to enforcement of Weight and Measures Act.

#### **Co-operation**

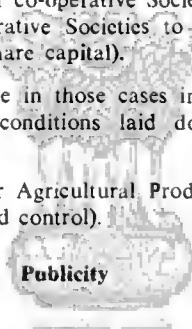
- 75. Administrative supervision over co-operative societies (being societies having jurisdiction over less than a District and, having authorised share capital not exceeding one lakh of rupees hereinafter in this entry referred to as the said societies) only to the extent of examination of the general working of the said societies, their management and financial position with a view to improving the business standards and financial position and extending

the activities of the co-operative movement in relation to such societies, and in particular, the work of expediting;

- (a) the registration of the said societies;
- (b) the approval to bye-laws of the said societies; and
- (c) the disposal of appeals arising out of non-admission of members to the said societies.

*Explanation.*—Where a person who is an officer posted to or working under the Zilla Parishad is appointed to assist the Registrar under section 3 of the Maharashtra Co-operative Societies Act, 1960, he shall exercise his functions under that Act in accordance with the model bye-laws, and instructions issued by the Registrar, Co-operative Societies and he shall work under the general guidance superintendence and control of the Registrar and in respect only of administrative matters shall also be under the general supervision of the Zilla Parishad.

- 79. Promotion and extension (In respect of all types of co-operative societies).
- 80. Sponsoring of applications of co-operative Societies for financial assistance from the State Government.
- 81. Sponsoring of applications of co-operative Societies (Such as may be specified by the Registrar of Co-operative Societies to concerned federal societies in respect of participation in share capital).
- 82. Taking shares in co-operative in those cases in which the State Government can take shares subject to conditions laid down by the Registrar of Co-operative Societies.
- 83. Supervision and control over Agricultural Produce Markets (Only the district level work of supervision and control).



- 84. Mobile Publicity Vans.

- 85. Organising District Exhibitions.

- 86. Publicity through recreational activities.

- 87. Rural broadcasting.

#### **Community Development**

- 88. Community Development Programme.
- 89. Local Development Works Programme.

#### **Social Education**

- 90. Community Recreation Centres.
- 91. Adult Literacy Centres.
- 92. Sports, games, playgrounds, equipment and welfare organisations
- 93. Kisan Melas.
- 94. Conducted visits.
- 95. Dissemination of information.

96. Short camps.
97. Women's organisations and welfare.
98. Children's organisations and welfare.
99. Mobile cinema vans.
100. Libraries and reading-rooms.
101. Fairs, shows and exhibitions.
102. Rural Housing.

#### **Miscellaneous**

103. Village uplift.
104. Building model villages (including grants and loans for the purpose).
105. Economic welfare of villages.
106. Local works or measures likely to promote health, safety, comfort or convenience of the public.
107. Markets.
108. Dharmashalas, rest-houses, travellers' bungalows, sarais and the like.
109. Chawdis.
110. Other public institutions.
111. Local unemployment other than industrial unemployment.
112. Improvement and extension of village sites (including grants and loans for the purpose).
113. Laying new village sites (including grants and loans for the purpose).
114. Well-being of employees of Zilla Parishad.
115. Provision of house for employees of Zilla Parishad.
116. Planting and preservation of trees on public grounds and gardens.
117. Rewards for destruction of wild animals.
118. Public receptions and ceremonies and entertainment.
119. Arrangement for local pilgrimages.
120. Burial and cremation grounds (including disposal of the dead).
121. Sammelans of Panchas, Sarpanchas of Village Panchayats and other non-officials.
122. Local vagrancy relief for the poor.
123. Maintenance of poor-houses.

## ANNEXURE 'B' to APPENDIX I

*Subjects of activities (including development activities)  
at the Block or Lower Level*

**Agriculture**

1. Kharif and rabi crop campaigns.
2. Intensive paddy cultivation.
3. Advancement and Improvement of agriculture.
4. Demonstration and propagation of improved agricultural methods and practices and establishment and maintenance of model agricultural farms.
5. Propagation of improved agricultural implements.
6. Increasing production of fruits and vegetables.
7. Establishment and maintenance of godowns.
8. Distribution of fertilisers, agricultural implements, and agricultural quota of iron, steel and cement.

**Animal Husbandry**

9. Village Veterinary Chests.
10. Veterinary Aid Centres.
11. Formation of Taluka Livestock Improvement Associations and the like.
12. Fodder Development Plots.
13. Silo Pits.
14. Distribution of improved poultry.
15. Distribution of improved sheep.
16. Organisation of cattle shows and rallies.

**Forests**

17. Village forests and grazing land (including improvement of grass).
18. Measures for development of village woodlands for purposes of pasture and fuel.

**Social Welfare**

19. Economic Development of backward classes, including—
  - (a) giving financial assistance to individual cultivators in the form of loans and subsidies for the purpose of purchasing agricultural requisites.
  - (b) giving of financial assistance to individual artisans in the form of loans and subsidies for cottage industries and professions.
  - (c) establishment of spinning wheels to Vijnukta Jatis.
  - (d) establishment of handicraft centres.

20. Removal of untouchability, including—

- (a) celebration of Harijan weeks.
- (b) zunka Bhakar Programme.
- (c) encouragement of inter-caste marriages between caste Hindus and Harijans.

21. Programmes for welfare of backward classes, including—

- (a) women's and children's welfare programme or projects.
- (b) establishment and maintenance of Balwadis.
- (c) undertaking propaganda and publicity for welfare of backward classes.
- (d) organisation of entertainment programmes for backward classes.
- (e) holding social melas.
- (f) Sanskar Kendras, Community-eum-recreation centres and community halls for backward classes.
- (g) supply of clothes to Vimukta Jatis.
- (h) financial assistance to individuals for purchase of medicines and giving of grants to voluntary agencies for administering medical relief.
- (i) provision of houses for backward class persons, and
- (j) provision of drinking water wells.

#### **Education**

22. Construction and maintenance of primary school buildings.

23. Provision of equipment and playgrounds for primary schools.

#### **Medical**

24. Subsidised Medical Practitioners Centres.

25. Rural Medical Relief Centres.

#### **Ayurveda**

26. Replenishing stock of Ayurvedic medicine chest in village.

#### **Public Health**

27. Maternity and Child Welfare centres.

28. Maintenance of medicine boxes in villages.

29. Rural Sanitation.

30. Taking of necessary measures in interest of Public Health.

#### **Buildings and Communications**

31. Construction, maintenance and repairs of Village Roads.

32. Bridges and Culverts on village roads.

33. Public ferries.

34. Maintenance of trees in the vicinity of roads.

### **Public Health Engineering**

35. Village Water Supply Wells.

36. Surface drainage in villages.

### **Cottage Industries**

37. Giving of grants-in-aid and loans to individual craftsmen.

38. Promotion and development of Cottage and Village Industries.

### **Co-operation**

39. Promotion and extension of co-operative movement.

### **Publicity**

40. Rural broadcasting.

41. Publicity through recreational activities.



### **Social Education**

44. Community Recreation Centres.

45. Adult Literacy Centres.

46. Sports, games, playgrounds, equipment and Welfare organisations.

47. Kisan Melas.

48. Conducted visits.

49. Dissemination of information.

50. Short Camps.

51. Women's organisations and welfare.

52. Children's organisations and welfare.

53. Mobile cinema vans.

54. Libraries and reading rooms.

55. Fairs, shows and exhibitions.

### **Rural Housing**

56. Rural Housing.

**Miscellaneous**

57. Village Uplift.
58. Building model villages (including grants and loans for the purpose).
59. Economic welfare of villages.
60. Local works or measures likely to promote health, safety, comfort or convenience of the public.
61. Markets.
62. Dharmashalas, rest houses, travellers' bungalows, sarais and the like.
63. Chavdis.
64. Other public institutions.
65. Local unemployment other than industrial unemployment.
66. Improvement and extension of village sites (including grants and loans for the purpose).
67. Laying new village sites (including grants and loans for the purpose).
68. Planting and preservation of trees on public grounds and gardens.
69. Rewards for destruction of wild animals.
70. Public receptions and ceremonies and entertainment.
71. Arrangement for local pilgrimages.
72. Sammelans of Panchas, Sarpanchas of Village Panchayats and other non-officials.
73. Local vagrancy relief for the poor.
74. Maintenance of poor houses.

## ANNEXURE C TO APPENDIX I

*Additional schemes transferred to Zilla Parishads by Government after the 1st May 1962 in exercise of the powers conferred by Sub-Section (1) of section 123 of the Maharashtra Zila Parishads and Panchayat Samitis Act, 1961.*

Serial No.	Works and Development Schemes	Terms and conditions
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## AGRICULTURE

C. & R.D.D. Order No. TWS-1162/54057-N, dated 15th Jan., 63

1 The execution and maintenance of the Scheme for the intensive Agricultural District Programme (Commonly known as package programme) in the areas comprised in the revenue District of Bhandra, entrusted to the Bhandra Zila Parishad.

F.D. Order No. TWS-1163/73606-XXXV, dated 9th July, 1963

2 The execution of the scheme for grant of loans for Horticulture Development in any area of the Revenue District or districts concerned, entrusted to the Zila Parishads in the State.

A.F. & F.D. Order No. TRN-1162/20148-J, dated 9th January, 1964

3 The execution of the work relating to the distribution of Nistar in any area of revenue district or districts concerned entrusted to Zila Parishads Nagpur, Buldhana, Akola, Amravati, Yeotamal, Wardha, Bhandara and Chanda and to all Panchayat Samitis formed in the above districts.

A.F. & F.D. Order No. VDS-1463/21792(i)-A, 6th March, 1964

4 Execution or maintenance of works or development of the vegetable Development scheme in any area of the revenue districts concerned via, Thana, Kolaba, Ratnagiri, Dulia, Jalgaon, Nasik, Poona, Ahmednagar, Sangli, Kolhapur, Nagpur, Akola, Wardha, Aurangabad, Nanded, and Parbhani.

## PUBLIC HELATH ENGINEERING

O. & D.D. Order No. IWS-1162/42011-N, dt. 20th Oct., 1962

5 The execution and maintenance of the scheme for National Smallpox Eradication Programme in any area of the State has been entrusted to the Zilla Parishads in the State.

The scheme shall be executed and maintained according to the instructions issued in revenue district or districts concerned (G. R. U.D. and P.H.D. No. EDA-1461/41896-D, dated 21st August, 1962).

Serial No.	Works and Development Schemes	Terms and conditions
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### SOCIAL WELFARE

E. & S.W.D. Order No. BCP-1863/M(ii), dt. 11th Sep., 1963

6 Rehabilitation of Tribal families practising shifting cultivation. The schemes shall be executed and maintained according to the pattern obtaining immediately before the 1st day of August, 1963.

7 Tailoring classes for Vimukta Jati women

C. & R.D.D. Order No. CWS-1162-N, dated 15th December, 1962

8 Scheme for payment of stipends to wrestling instructors and trainees.

9 Scheme for payment of grants to wrestlers in indigent circumstances.

(i) The Zila Parishads shall receive and forward applications of intending beneficiaries in the prescribed forms to the Director of Social Welfare, Maharashtra State, Poona, with their recommendations.

(ii) Necessary help shall be rendered to the Maharashtra Rajya Kustigir Parishad in organising District wrestling tournaments.

(iii) Stipends to the wrestling instructors and wrestling trainees and grants to indigent wrestlers shall be paid by the Zilla Parishads in such manner and to such extent as the State Government may prescribe.

(iv) Such instructions as may be given by the Director of Social Welfare in regard to the schemes shall be carried out.

A. & F.D. No. FER-3463/4566-H, dated 15th July, 1964

10 Execution or maintenance of the work relating to the scheme for Free Fertiliser Demonstration on cultivators fields. As specified in G.R. & F.D. No. 3463-4565(I)-H, dated 9th July, 1964.

### EDUCATION

F.D. Order No. ECN-1063/644-XXXV, dated 18th March, 1963

11 The function of :—

(i) the Inspector of Government and Non-Government Basic Training Colleges and Pre-Primary Training College and As specified in (G. R. E. & S. W.D., No. TCM. 2862-A-1 dated the 2nd January, 1963).

(ii) The payment of grants-in-aid to Non-Government Pre-Primary Training Institutions.

Serial No.	Works and Development Schemes	Terms and conditions
	F.D. TWS-1162/65786-XXXV, dated 3rd June, 1963	
12	The execution of the work relating to the inspection and payment of grants-in-aid to non-Government pre-primary schools in any area of the revenue district or districts concerned.	The Scheme shall be executed in accordance with the provisions contained in (G.R.E. & S.W.D., No. PPS. 1662-A, dated 13th October, 1962).
	F.D. Order No. TWS-1163/73047-XXXV, dated 25th July, 1963	
13	The functions of (i) inspection of the S.T.C. Institutions and Classes and (ii) payment of grants-in-aid to the S.T.C. Institutions and Classes in any area of the revenue District or Districts concerned.	As specified in (G.R.E. & S.W.D., No. STC. 1062-C, dated 10th June, 1963).
	F.D. TWS-1163-71529/XXXV, dated 9th August, 1963	
14	Scheme for the award for free studentships to pupils of Other Backward Classes (Economically Backward Classes) except for the Primary and Secondary Educational Institutes, in area of the revenue district or districts concerned.	As specified in G.R.L. & S.W.D., No. OBC. 1759-E, dated 18th May, 1959.

#### MISCELLANEOUS

	F.D. Order No. TWS-1162/XXXV, dated 19th April, 1963
15	The scheme for integrated services for child welfare Demonstration Project at Akot has been entrusted to the Akola Zilla Parishad. The scheme shall be executed and maintained according to the instructions issued in (G.R.C. & R.D.D., No. SEN-1063-Q, dated 28th March, 1963).
	F.D., Order No. TWS-1163/10013-XXXV, dated 5th August, 1963
16	The execution and maintenance of Rural Manpower Pilot Project mentioned in column 2 has been entrusted to the Zilla Parishads and Panchayat Samitis mentioned in columns 3 and 4 respectively.

Serial No.	Rural Man Power Pilot Project	Name of Zilla Parishad	Name of Panchayat Samiti
1	Karmala	Sholapur	Karmala
2	Barsi	Sholapur	Barsi
3	Mangalwedha	Sholapur	Mangalwedha
4	Shevgaon	Ahmednagar	Shevagaon
5	Sangamner	Ahmednagar	Sangamner
6	Akola	Ahmednagar	Akola
7	Khed	Poona	Khed
8	Velhe	Poona	Velhe
9	Indapur	Poona	Indapur

Serial No.	Rural Man and Development Pilot Project	Name of Zilla Parishad	Name of Panchyat Samithi
10	Man . . . . .	Satara	Man
11	Khandala . . . . .	Satara	Khandala
12	Koregaon . . . . .	Satara	Koregaon
13	Shirala . . . . .	Sangli	Shirala
14	Khanapur . . . . .	Sangli	Khanapur
15	Jath . . . . .	Sangli	Jath
16	Chandgad . . . . .	Kolhapur	Chandgad
17	Ajra . . . . .	Kolhapur	Ajra
18	Ambad . . . . .	Aurangabad	Ambad
19	Jafrabad . . . . .	Aurangabad	Jafrabad
20	Silod . . . . .	Aurangabad	Silod
21	Gangakhed . . . . .	Parbhani	Gangakhed
22	Partur . . . . .	Parbhani	Partur
23	Pathri . . . . .	Parbhani	Pathri
24	Mominabad . . . . .	Bhir	Mominabad
25	Manjilegaon . . . . .	Bhir	Manjilegaon
26	Georai . . . . .	Bhir	Georai
27	Kinwat . . . . .	Nanded	Kinwat
28	Bhokar . . . . .	Nanded	Bhokar
29	Degloor . . . . .	Nanded	Degloor
30	Ahmedpur . . . . .	Osmanabad	Ahmedpur
31	Bhoom . . . . .	Osmanabad	Bhoom
32	Ausa . . . . .	Osmanabad	Ausa
33	Babulgaon . . . . .	Yeotmal	Babulgaon
34	Kalamb . . . . .	Yeotmal	Kalamb
35	Digras . . . . .	Yeotmal	Digras
36	Arvi . . . . .	Wardha	Arvi
37	Deoli . . . . .	Wardha	Deoli
38	Samudrapur . . . . .	Wardha	Samudrapur
39	Mangrulpur . . . . .	Akola	Mangrulpur
40	Akot . . . . .	Akola	Akot
41	Akola . . . . .	Akola	Akola

Serial No.	Rural Man Power Pilot Project	Name of Zilla Parishad	Name of Panchayat Samiti
42	Katol	Nagpur	Katol
43	Ramtek	Nagpur	Ramtek
44	Saoner	Nagpur	Saoner
45	Teosa	Amravati	Teosa
46	Morshi	Amravati	Morshi
47	Chandurbazar	Amravati	Chandurbazar
48	Deori	Bhandara	Deori
49	Salekasa	Bhandara	Salekasa
50	Bhadrawati	Chanda	Bhadrawati
51	Nagbhid	Chanda	Nagbhid
52	Buldhana	Buldhana	Buldhana
53	Mehkar	Buldhana	Mehkar
54	Poladpur	Kolaba	Poladpur
55	Sudhagad	Kolaba	Sudhagad
56	Mangaon	Kolaba	Mangaon
57	Deogad	Ratnagiri	Deogad
58	Guhagar	Ratnagiri	Guhagar
59	Rajapur	Ratnagiri	Rajapur
60	Shahada	Dhulia	Shahada
61	Nawapur	Dhulia	Nawapur
62	Sindhkheda	Dhulia	Sindhkheda
63	Baglan	Nasik	Baglan
64	Jalgaon	Jalgaon	Jalgaon
65	Sinnar	Nasik	Sinnar
66	Edlabad	Jalgaon	Edlabad
67	Murbad	Thana	Murbad
68	Shahapur	Thana	Shahapur

C. and R.D.D. Order No. RWP-1064/39242, dated 20th June, 60.

17 The execution and maintenance of Rural Manpower Pilot Projects mentioned in column 2 has been entrusted to the Zilla Parishads and Panchayat Samitis mentioned in columns 3 and 4 respectively.

Serial No.	Rural Man Power Pilot Project	Names of Zilla Parishads	Names of Panchayat Samitis
1	Karjat	Kolaba	Karjat
2	Mandangad	Ratanagiri	Mandanagad
3	Jamner	Jalgaon	Jamner
4	Parner	Ahmednagar	Parner
5	Purandhar	Poona	Purandhar
6	Satara	Satara	Satara
7	Patan	Satara	Patan
8	Tasgaon	Sangli	Tasgaon
9	Mohol	Sholapur	Mohol
10	Bhudargad	Kolhapur	Bhudargad
11	Kannad	Aurangabad	Kannad
12	Hingoli	Parbhani	Hingoli
13	Jintur	Parbhani	Jintur
14	Bhir	Bhir	Bhir
15	Hadgaon	Nanded	Hadgaon
16	Parenda	Osmanabad	Parenda
17	Shegaon	Buldana	Shegaon
18	Risod	Akola	Risod
19	Patur	Akola	Patur
20	Daryapur	Amravati	Daryapur
21	Umarkhed	Yeotmal	Umarked
22	Hinganghat	Wardha	Hinganghat
23	Kalmeshwar	Nagpur	Kalmeshwar
24	Tumsar	Bhandara	Tumsar
25	Mul	Chanda	Mul

### Divisional Commissioners and Collectors

#### Divisions and Districts

The State of Maharashtra is divided, for purposes of revenue and general administration, into four territorial Divisions, each under a Commissioner, viz., Bombay, Poona, Aurangabad and Nagpur, and these Divisions are divided into Districts, each under a Collector. The districts are further divided into talukas or mahals in Western Maharashtra and into tahsils in Vidarbha and Marathwada. Before proceeding further it is necessary to point out that Greater Bombay occupies a peculiar position in this delimitation of the State into divisions and districts. Part of Greater Bombay, consisting of the town and island of Bombay, or, as it is described in several statutes, the City of Bombay, constitutes, for purposes of revenue administration, a separate Collectorate which is not included in the Bombay Division. The rest of Greater Bombay, consisting of the suburban areas on Salsette and Trombay islands which were amalgamated by stages with the City for purposes of judicial, police and municipal administration, constitutes a district called the Bombay Suburban District which is included in the Bombay Division. The two Collectorates, viz., the Collectorate of Bombay and the Collectorate of Bombay Suburban District are held by the same officer, who is under the Divisional Commissioner only in his capacity of Collector, Bombay Suburban District. The existence of two Collectorates in Greater Bombay is the result of historical circumstances. The City of Bombay as a Presidency Town had, in the matter of judicial, police and revenue administration, a set-up which was radically different from that in other parts of the State. In matters of revenue administration, in particular, the City was not governed by the provisions of the Bombay Land Revenue Code, 1876, but by a separate statute applicable only to the City. When the suburban areas were unified with the City for judicial, police and municipal purposes, they were retained under the provisions of the Bombay Land Revenue Code, 1876, and, therefore, for purposes of revenue administration, a separate Collectorate had to be retained, and the jurisdiction of the Divisional Commissioner had to be continued. While, however, the City of Bombay falls outside the Bombay Division for purposes of revenue and general administration, it is treated for demographic and statistical purposes as part of Greater Bombay which, as a single unit, comes in Bombay Division. As mentioned in Chapter 1, Chanda District in Nagpur Division contains one tahsil, viz., Rajura, in which several of the old Hyderabad laws continue to operate. In 1956 this tahsil was transferred from Hyderabad State to the Bombay State and attached to the Nanded District in the Aurangabad Division. The tahsil was, however, not geographically contiguous to the Nanded District and, for administrative convenience, it was in 1959 attached to the Chanda District in Nagpur Division. Owing to the difference in the land revenue and other laws between this tahsil and other parts of the district, it is treated in several respects as an independent Division and District, the Commissioner of Nagpur Division being *ex-officio* Commissioner of Rajura Division and the collector of Chanda being *ex-officio* Collector of Rajura District. For demographic, statistical and other purposes, however, Rajura is treated as a tahsil in Chanda District.

#### Varied legal provisions applicable in the Divisions

The Divisional Commissioner exercises general control over the administration of his Division in all matters. He is invested with wide powers and functions which are embodied in different Acts, Manuals, Codes, Administrative Orders and Government Circulars. The Land Revenue Codes in Western Maharashtra, Marathwada and

Vidarbha regions are different. The work of unification of different land revenue laws prevailing in the State is in progress. Similarly, the Municipal Acts, Agricultural Produce Market Acts and Tenure Abolition Acts are different in each Division. It cannot even be stated that all Central Acts are common to the whole State. The Central Court of Wards Act and the Central Land Acquisition Act, for instance, are not applicable to Marathwada area where the Hyderabad Court of Wards Act and the Hyderabad Land Acquisition Act are in force. Many ex-Bombay Acts, however, have been extended to Vidarbha and Marathwada after the formation of the bilingual State in 1956, and there are enactments like the Maharashtra Agricultural Lands Ceilings on Holdings Act, 1961, and the Maharashtra *Zilla Parishads and Panchayat Samitis Act*, 1961, which apply to the whole State.

### History of appointment

Divisional Commissioners functioned in the former Madhya Pradesh and Bombay States prior to 1950 or so, but these offices were abolished in both the States. In Madhya Pradesh they were replaced by a Board of Revenue. In Bombay State, their functions in matters of local self-government were transferred to Divisional Directors of Local Authorities. In other matters some of their functions were transferred to the Collectors and others were taken over by the State Government, and the Collectors functioned directly under the State Government. The old Hyderabad State had a Board of Revenue on the lines of that functioning in Madras State. The increased tempo of development activities in various fields and other administrative requirements of the State made it necessary that a supervising, coordinating and inspecting agency should be established at divisional level. Such agency was, therefore, created from 1st November 1956 and was designated as Divisional Officers. Later on these posts of Divisional Officers were replaced by the Divisional Commissioners from 3rd March 1958, when the Bombay Commissioners of Divisions Act, 1957, was brought into force.

### Powers and functions

The Commissioners are the chief controlling revenue authorities for their divisions in all matters connected with land revenue and, in addition to the powers conferred on them by statute in such matters as police administration and local self-government, they also exercise extensive executive and administrative powers delegated to them from time to time by the various departments of the Secretariat. They have to pay coordination visits to the offices of other departments with particular reference to planning and development. The Commissioner is expected to inspect the offices of all the Collectors in his division within a period of five years and all Taluka offices within a period of five years if the number of such offices is less than forty. He has to inspect every year 25 per cent of the borough municipalities and 20 per cent of the district municipalities whose income exceeds two lakhs a year. He has been authorised to depute his Deputy or Assistant Commissioners to inspect 25 per cent of borough municipalities and 20 per cent of the district municipalities with lower income. In Vidarbha, Class I and Class II municipalities are treated as borough municipalities and Class III, IV, V and VI municipalities as district municipalities. In Marathwada, city municipalities are treated as borough municipalities and town municipalities as district municipalities for the purposes of inspection. The Commissioner has every year to inspect all *Zilla Parishads* in his Division and, in addition, as many *Panchayat Samitis*, subject to a minimum of twelve, as may be necessary to cover all such bodies in the Division within a period of five years. Lastly, the Commissioner is expected to inspect as many offices of other departments within the Division as possible.

### Office of Commissioner, Bombay Division

The Commissioner, Bombay Division, is assisted by one Deputy Commissioner (Development) in the Collector's grade and two Assistant Commissioners, Revenue and General, who are in the Deputy Collector's grade. The Deputy Commissioner (Development), assisted by a Head Clerk, supervises the work of the Development Section. The Assistant Commissioner (Revenue) assisted by a Chitnis, supervises the work of the Revenue and Registry Sections. The Assistant Commissioner (General) assisted by a Head Clerk, supervises the work of the General Section, Accounts Section and the Typing Section. He also supervises the work of the Special Officer for recovery of the Urban Immovable Property Tax. There is one Assistant Director of Small Savings attached to the Commissioner's office who supervises the small savings organisation in the whole Division. There is one post of Divisional Supply Officer in the Deputy Collector's grade.

### Offices of Commissioners, Poona and Aurangabad Divisions

The organisational set up of the offices of the Commissioners at Poona and Aurangabad is similar. Both of them have a Deputy Commissioner (Development), two Assistant Commissioners, Revenue and General, and a Reception Officer. There is one Deputy Director of Small Savings, one Special Officer for departmental inquiries, Bombay and Poona Divisions, one Deputy Collector of Sales Tax Recovery and one Divisional Supply Officer at Poona while at Aurangabad there is one Assistant Director of Small Savings and one Officer on Special Duty for the recovery of excise arrears. Both these posts are in the Deputy Collector's cadre. There is one Mamlatdar for Sales Tax Recovery attached to the Aurangabad office.

### Office of Commissioner, Nagpur Division

The Commissioner, Nagpur Division, has one Deputy Commissioner (Development), two Assistant Commissioners, Revenue and General, a Reception Officer, an Assistant Director of Small Savings, a Divisional Supply Officer and a Deputy Collector, Sales Tax Recovery, like other Commissioners. But he also has one Assistant Commissioner, Land Reforms, and a Judicial Mamlatdar which other Commissioners have not got. The Assistant Commissioner, Land Reforms, assists the Commissioner in the work at the Commissioner's level pertaining to the Bombay Tenancy and Agricultural Lands (Vidarbha Region) Act, 1958, and the Ceiling on Holdings Act, 1961. He is required to tour in the districts for supervising and inspecting the work of the Tenancy Tahsildars and Naib-Tahsildars. He is also entrusted with the work about Land Acquisition in the office. It is sufficiently heavy as a number of projects are being established in the Division. The Mamlatdar (Judicial) assists the Commissioner in dealing with appeals and revisions under the Madhya Pradesh Land Revenue Code and other Acts. The Judicial Mamlatdar is also entrusted with the work relating to the allotment of Government accommodation at Nagpur both for residential and office purposes. Orders of allotment are passed by the Commissioner who is the Chairman of the Accommodation Committee constituted for the purpose. The Mamlatdar is also in charge of the work relating to the maintenance and supply of records of the ex-M.P. Government Secretariat Departments for the period 1920-1951 which are kept in the custody of the Commissioner, Nagpur Division. Matters relating to the division of dead stock articles of various Heads of Departments and M.P. Secretariat and distribution of surplus furniture are also looked after by him.

### Charts

Charts showing the organisation of the offices of the Commissioners for the Bombay and Nagpur Divisions are appended. The chart for Bombay Division is more or less representative of the Poona and Aurangabad Divisions as well.

### Collector of Bombay and Bombay Suburban District

The Collector of Bombay, who is also Collector, Bombay Suburban District, is an independent officer in his first capacity directly under the Revenue Department of the Secretariat, but in his second capacity he is, like the Collectors of other districts, under the Divisional Commissioner. Even in this second capacity his position is radically different from that of other Collectors in as much as he does not exercise the powers of a District Magistrate under the provisions of the Criminal Procedure Code or the Bombay Police Act, 1951. These powers are vested either in the Commissioner of Police, Bombay, or in the Chief Presidency Magistrate. Nor does he exercise any of the powers given to Collectors under the Bombay Municipal Boroughs Act, 1925, and the Bombay District Municipal Act, 1901. In several respects the Collector of Bombay is responsible for the administration of statutes which operate only in the City of Bombay. Such statutes are the Bombay City Land Revenue Act, 1876, and the Bombay City Survey Act, 1915. Similarly, in several respects, the Collector, Bombay Suburban District, exercises powers under statutes which operate in the suburban area of Greater Bombay but not in the City of Bombay. Such statutes include the Bombay Land Revenue Code, 1876, and other statutes relating to land tenure, survey and settlement, and limitation of holdings. In several matters the Collector of Bombay functions as a single authority with jurisdiction over the whole of the Greater Bombay, i.e. for both the City of Bombay and the Bombay Suburban District. Such matters include the administration of the Bombay Entertainment Duty Act, 1923 the Bombay Betting Tax Act, 1925, the Bombay Lotteries, Prize Competitions Control and Tax Act, 1948, the Requisitioning and Acquisition of Immovable Properties Act, 1952, and the Land Requisition Act, 1948, and the collection of the dues of the various departments of Government, including arrears of Sales Tax and Income Tax, when they are required to be recovered as arrears of land revenue. The Collector of Bombay is also responsible for issuing licences for whole area of Greater Bombay under the Bombay Prohibition Act, 1949, the Dangerous Drugs Act, 1930, the Bombay Opium Smoking Act, 1936, the Medical and Toilet Preparations (Excise Duties) Act, 1955, the Bombay Drugs (Control) Act, 1959, and the Bombay Foreign Liquor Rules, 1953. He is assisted in this work by the Superintendent of Excise and Prohibition.



### Officers under the Collector

Under the Collector is a Resident Deputy Collector for the City of Bombay and an Additional Collector in the Deputy Collector's grade for Bombay Suburban District. The Resident Deputy Collector, in addition to supervising the various sections of the Bombay City Collectorate, functions as Controller of Hotels and Lodging Houses in Greater Bombay, under the Administrative control of the Urban Development and Public Health Department of the Secretariat, and also as Registration Officer for the preparation of electoral rolls for elections to Parliament and the State Legislature. The Additional Collector for Bombay Suburban District assists the Collector in the administration of the Bombay Land Revenue Code, 1879, and the Bombay Tenancy and Agricultural Lands Act, 1948, which is applicable to a few villages in the district. He also deals with the Salsette Estates (Land Revenue Exemption Abolition) Act, 1951, the Bombay Inferior Village Watan Abolition Act, 1958, the Police Patil Watan Abolition Act, 1962, the Bombay Personal Inams Abolition Act, 1952, and the Bombay Land Revenue Rules, 1921. It may be mentioned that, as a result of the industrialisation of the suburbs and the rapid population growth resulting from this industrialisation, there is a good deal of land acquisition work in the Bombay Suburban District. There are nine Special Land Acquisition Officers for the purpose functioning in the Town Planning and Valuation Department, including one for Highways, and they deal with cases of acquisition of lands for the

State Government, the Central Government, the Maharashtra Housing Board, the Municipal Corporation, Railways as well as industrial concerns and public bodies. For the recovery of arrears of Income Tax there is a special Additional Collector and for the recovery of arrears of Sales Tax there is a Deputy Collector.

#### Other officers and staff

For the City of Bombay, there is a specialist officer designated as Superintendent, Bombay City Survey and Land Records, with a staff of Surveyors, Draftsmen and Computors, having responsibility for the maintenance of land records and the survey of lands. The Collection of entertainment duty in Greater Bombay is the responsibility of the Supervisor, Bombay Entertainment Duty Act, who has a small establishment under him, including an Assistant, some Inspectors and a few Auditors. The rest of the work pertaining to the Bombay City Collectorate is done, under the control of the Resident Deputy Collector, in twelve sections or branches, some of which are under a Head Clerk and some under a Head Accountant. The Additional Collector for Income Tax Recovery has the assistance of a Head Clerk of gazetted rank and a Special Mamlatdar for supervision over outdoor staff. The Deputy Collector for Sales Tax Recovery has the assistance of three Mamlatdars. The establishment of the Bombay Suburban District Collectorate, in so far as it is separate from that of the Bombay City Collectorate, includes field staff for three talukas into which the district is divided, viz., Andheri, Borivili and Kurla. Each of these talukas has a Mamlatdar in charge.

#### Additional Functions of Collector

The Collector of Bombay is the Chairman of the Bombay City Sailors', Soldiers' and Airmen's Board and the District Anti-Corruption Committee for Greater Bombay which devises and takes concerted measures to eradicate corruption from the administration. The Collector is also *ex-officio* Chairman of the Board of Management of the properties of the Indian Institute of Science, the Bombay Christian Burial Board and the Regional Employment Advisory Committee, Bombay. He is also a member of the Board of Trustees of the Prince of the Wales Museum, the Greater Bombay Prohibition Committee, the Regional Posts and Telegraphs Advisory Committee, the Regional Telephone Advisory Committee, the Greater Bombay Development Plan Committee, the Beggars Act Advisory Committee and the Committee of Management of the Victoria Memorial School for the Blind.

#### Collectors of Other Districts: Main Duties

In respect of districts other than Greater Bombay, the Collector is the head of the revenue administration. His appointment is made under the relevant Land Revenue Code applicable to the Division in which his district is situated. He is responsible for the administration of the revenue laws and the successful implementation of a number of Acts of the Legislature and of the schemes under the Five Year Plans. He has been vested with powers under various State and Central Acts which are in force in his district either by express provision in the Acts themselves or by delegation. These powers extend over many fields. If somebody wants to instal a rice mill, the Collector is the licensing authority under the Rice Milling Industry (Regulation) Act, 1958, which is a Central Act. If somebody wants a quarrying licence on Government land which is not under the charge of the Forest or the Buildings and Communications Department, the Collector is the competent officer for the purpose under the Bombay Minor Mineral Extraction Rules, 1955. The Collector also has been entrusted with functions under such Acts as the Bombay National Parks Act, 1950, the Bombay Lotteries (Control and Tax) and Prize Competitions (Tax) Act, 1950, and the Maharashtra Ancient Monuments and Archaeological Sites and Remains Act, 1960, to mention only a few at random.

The Collector is also the District Magistrate of the district appointed by the State Government under section 10 of the Criminal Procedure Code, and, in this capacity, he is responsible for the maintenance of law and order, the prevention of nuisance and other allied matters under the Code, and has to supervise and control the work of the Executive Magistrates in his district. The district police force is under his control under the provisions of the Bombay Police Act, 1951. He has also to perform certain functions in connection with passports, visas, domicile certificates, licences of arms, and licences under certain Acts like the Petroleum Act, Indian Explosives Act and Poisons Act.

### **Additional Duties**

Apart from his normal duties under the Land Revenue Code, the Criminal Procedure Code and the Bombay Police Act, the Collector has to attend to various other items of work, such as the distribution of foodgrains, seasonal unemployment, implementation of scarcity works, supervision of municipal administration, matters relating to ex-servicemen in his capacity as Chairman of the District Soldiers', Sailors' and Airmen's Board, supervision of district and taluka treasuries and the offices of the Sub-Registrars. He is also the Deputy Commissioner of Industries for his district. He is regarded as the principal executive head of the district in all matters. He maintains contact with the district officers of other departments by holding monthly coordination meetings. He is the chief link between the Government and the public. He is responsible for arrangements for elections to legislative bodies, municipalities, *Zilla Parishads*, *Panchayati Samitis* and village panchayats. He is the Chairman of the District Selection Committee for Class III and Class IV posts under the *Zilla Parishad*. He has to look to all emergency matters under the Defence of India Act and Rules. He attends to problems which crop up as a result of Government policies, like the welfare of goldsmiths affected by the Gold Control Order. The Collector's job is a heavy and difficult one but it is perhaps the best school of training in administration.

### **Touring and Inspection**

The Collector has to do a good deal of touring and carry out extensive inspections. The touring and halts prescribed for him are 120 days and 70 nights in a year. He is required to perform 50 to 60 ordinary village inspections and 20 special village inspections in a revenue year. While touring he is expected to ascertain the needs and problems of the villagers and take steps to redress their grievances. In districts having three or four Sub-Divisions or Prants, he has to take one taluka, mahal or tahsil from each Sub-Division for *jamabandi* audit and another for office inspection in such rotation that every taluka, mahal or tahsil in the district is visited either for *jamabandi* or for office inspection at least once in three years. In districts having two Sub-Divisions or less, he has to visit every taluka, mahal or tahsil at least once in two years. He has to inspect one Prant or Sub-Divisional office every year. The municipalities in the district are inspected by him or by a Prant Officer deputed by him.

### **Subordinate Revenue Officers**

Each district is divided into two or three Sub-Divisions or Prants, under the charge of a Deputy or Assistant Collector. Each Sub-Division consists of a few talukas or mahals in Western Maharashtra, each under the charge of a mamlatdar or a mahalkari as the case may be, and of a few tahsils in Vidarbha and Marathwada each under the charge of a tahsildar. Under each mamlatdar or tahsildar there are three or four Circle Inspectors or Circle Officers. Under each of these there are about six or seven talatis or patwaris.

### Variations in Set up of Lower Staff in Different Regions

The set up of the revenue offices in Vidarbha differs from that in Western Maharashtra and Marathwada. There is a clear-cut distinction between the executive staff and ministerial or clerical staff in Vidarbha. In Western Maharashtra recruitment of all subordinate staff is made at the level of clerks. Those clerks who pass the revenue qualifying examinations are eligible for promotion to the next higher grade of Awal Karkun. The Awal Karkuns perform both executive and ministerial duties and it is from their cadre that promotions are made to the posts of Taluka Officer or Mamlatdar. The posts of Mamlatdar are filled to the extent of 50 per cent by the promotion of Awal Karkuns. A select list of Awal Karkuns in each Division fit for promotions as Mamlatdar is prepared by a committee under the chairmanship of the Divisional Commissioner and is reviewed annually. The list is submitted to the State Government for adoption after consultation with the State Public Service Commission. The posts of Deputy Collectors in Western Maharashtra are filled to the extent of 50 per cent by direct recruitment and 50 per cent by promotion of Mamlatdars, half the vacancies reserved for appointments by promotion being reserved for directly recruited Mamlatdars. In Vidarbha direct recruitment of executive staff is made at the level of Naib Tahsildars. The post of Naib Tahsildars are filled to the extent of 50 per cent by direct recruitment, 25 per cent by promotion from among first grade clerks and 25 per cent by promotion from among Revenue Inspectors. The posts of Tahsildars which are equivalent to those of Mamlatdars in Western Maharashtra are filled entirely by promotion from the cadre of Naib Tahsildars, and the posts of Deputy Collectors are filled to the extent of 50 per cent by promotion from Tahsildars and the rest by direct recruitment. There is separate ministerial staff in the Tahsil, Sub-Divisional and District Offices to deal with clerical work. A clerk is eligible for promotion to the post of Select Grade I Clerk, Assistant Superintendent and Superintendent in the Collector's office. Except for promotion to the cadre of Naib Tahsildars as indicated above, he is not transferable to an executive post. In Marathwada clerks are eligible for appointment as Revenue Inspectors, Awal Karkuns and Naib Tahsildars. The cadre of Naib Tahsildars is now filled by promotion only. The posts of Tahsildars and Deputy Collectors are filled to the extent of 50 per cent by promotion and the rest by direct recruitment.

### Functions of Prant Officers

The Prant Officer is primarily an inspecting and supervising officer. In Western Maharashtra he is in charge of a Sub-Division consisting of two to six talukas and is assisted by a small office consisting of an Awal Karkun and three to six clerks. In Vidarbha a Sub-Divisional Officer is provided with a steno-typist and a Reader (clerk). The Prant Officer is expected to be on tour out of his headquarters for 210 days in a year. He inspects and audits the records of village officers, taluka offices and taluka accounts. He exercises all the powers of a Collector under the Land Revenue Code except those expressly reserved to himself by the Collector. He also has all the powers of the Collector under the Land Acquisition Act except that he cannot declare an award where the amount of compensation exceeds Rs. 20,000. The Prant Officer is also a Sub-Divisional Executive Magistrate under the provision of the Criminal Procedure Code.

### Functions of Mamlatdar or Mahalkari

The average area of a taluka in Bombay and Poona Divisions is 353 and 424 sq. miles, respectively. The average area of a tahsil in Aurangabad Division is 527 sq. miles while in Nagpur Division it is 753 sq. miles. In Maharashtra a few of the smaller territorial units are called Mahals and not Talukas, and are under

the charge of Mahalkaris, while Talukas are under the charge of Mamlatdars. The Mamlatdar or Mahalkari in Western Maharashtra and the Tahsildar in Vidarbha and Marathwada is the Chief executive officer of the area in his charge and he is responsible for its good administration. Apart from his revenue duties, he is responsible for the supply and distribution of foodgrains. He is also Taluka Executive Magistrate under the provisions of the Criminal Procedure Code. He is assisted by three to five Awal Karkuns and clerical staff in Western Maharashtra and Marathwada and by two or three Naib Tahsildars, Select Grade I Clerks and Junior Clerks in Vidarbha. The Naib Tahsildars work as functional as well as territorial assistance to the Tahsildars.

### **Circle Officers**

The taluka, mahal or tahsil is divided into Circles each in the charge of a Circle Officer in the Awal Karkun's cadre or Circle or Revenue Inspector, who is responsible for the supervision of the revenue administration and land records of every village in his Circle. He is expected to make a complete inspection of the records of every village in his Circle every year. He has to inspect all the village forms and get errors and omissions corrected. In Western Maharashtra, he supervises the work of talatis whose main duty until recently was to recover land revenue and other Government dues and maintain village accounts and certain statistics including vital statistics. In Marathwada, the Circle Inspector or Girdawar supervises the work of the talatis, *viz.*, Collection of land revenue, *jamabandi* and other items of village administration. In Vidarbha, the Revenue Inspectors supervise the work of patwaris. The talatis and the patwaris have been transferred to *Zilla Parishads* with effect from 1-1-1963, and they are designated as Assistant Gram Sevaks. The Circle Inspectors are, however, still Government servants and they inspect the accounts of the talatis and patwaris.

### **Organisation of Offices of Collectors**

The organisation of the offices of the Collectors follows more or less a uniform pattern. Two representative charts showing the organisation of the Collectorates of Thana and Nagpur are appended. They will show that the work done at the Collectorate is exceedingly varied. The Collector of Thana is assisted by a Resident Deputy Collector in the work which is dealt with in seven branches. The Chitnis and the Additional Chitnis of the rank of mamlatdar look after two branches connected with the administration of the revenue offices in the district, land and land revenue, *tagai*, survey and settlement, Civil Court awards, stamp accounts, ex-servicemen and general administration, the Additional Chitnis being specially concerned with the implementation of the Bombay Tenancy and Agricultural Lands Act and various land tenure abolition Acts. The General Branch under a Head Clerk of the rank of Mamlatdar looks after the rehabilitation of displaced persons, the maintenance of records and many other matters like municipalities and excise. The Collector grants free timber to the sufferers from fire and other natural calamities and disposes of trees in Inam lands. He has certain functions to perform about Government buildings, epidemics, cattle census, weather and crop reports and forecast returns about the crops grown in his district. The Deputy Chitnis looks after the branch dealing with law and order, arms licences, visas and passports, control over cinema houses and entertainment duty. The work of other branches like Election Branch, Accounts Branch and Small Savings Branch and of officers like Deputy Collector, Sales Tax Recovery, and District Supply Officer does not need explanation. As regards the Nagpur Collectorate, a few explanations are necessary. The Finance Section deals with establishment and accounts matters. The Nazul Section deals with matters relating to Government lands, called Nazul Lands, which are used for building purposes or public purposes like roads, markets and recreation grounds. One

of the Deputy Collectors is appointed as Rent Controller for Nagpur and Kamptee towns by the Collector under the C.P. and Berar Letting of Houses and Rent Control Order, 1949. He fixes fair rents and allots vacant houses to Government servants, servants of the Electricity Board and evicted or displaced persons. The Resident Deputy Collector hears and decides appeals against the orders of the Rent Controller passed under Chapter II of the Order. The Public Relations Officer is the coordinating link between the administration at the district level and the public. The people approach him for inquiries in connection with the district revenue administration as well as for their complaints and grievances and he helps them in speeding up the disposal of their cases. He looks after work connected with defence as well as with visits of the V.I.Ps.



## ANNEXURE A TO APPENDIX II

*Settlement Commissioner and Director of Land Records***Functions**

The Settlement Commissioner and Director of Land Records with headquarters at Poona is an officer of the rank of Divisional Commissioner who is in charge of: (a) the preparation and maintenance of the Record of Rights which provides authoritative evidence of title to land; (b) the organisation and conduct of village site and city surveys, including the up-to-date maintenance of all village maps and their printing, sale and distribution; (c) the conduct of all the periodical revenue settlement operations in the State; and (d) the training of Mamlatdars, Deputy Collectors and Assistant Collectors in survey and settlement matters. The City of Bombay is excluded from his jurisdiction, the corresponding responsibility being entrusted to the Collector of Bombay. The work of the Department extends to special surveys for private individuals and public authorities, the inspection and repair of boundary marks, the rationalisation of rates of assessment in villages belonging to the former Indian States and in ex-jahagir villages in Marathwada. The Settlement Commissioner is also in charge of the Alienation Office at Poona which deals with inam lands which are wholly or partially exempted from the payment of land revenue. The Alienation Office is also the repository of the records of the old Peshwa regime and of the Inam Commission appointed soon after the establishment of British rule in the Peshwa territories to investigate titles to estates of Inamdar. Also in the Alienation Office is kept the Register of Land Alienation. An additional responsibility which has been entrusted to the Settlement Commissioner and Director of Land Records is the implementation of the Bombay Prevention of Fragmentation and Consolidation of Holdings Act, 1947.

**Staff at Headquarters**

The Settlement Commissioner and Director of Land Records is assisted at headquarters by three Superintendents of Land Records, designated as Assistant Settlement Commissioner (General), Assistant Settlement Commissioner (Consolidation) and Assistant Settlement Commissioner (Metric). There are an Organisation and Methods Officer and two Office Superintendents under the Assistant Settlement Commissioner (General) and two Assistant Consolidation Officers under the Assistant Settlement Commissioner (Consolidation). One Office Superintendent is in charge of the Establishment and Land Records Section. Another Office Superintendent looks after the accounts Section. The Organisation and Methods Officer is in charge of the Registry and the Record and Typing and Despatch Sections. One Assistant Consolidation Officer under the Assistant Settlement Commissioner (Consolidation) looks after city surveys, settlement and consolidation scheme work of Satara, Poona, Ahmednagar, Kolhapur and Dhulia districts, and supervises the regional typing section. The other Assistant Consolidation Officer looks after administration work and consolidation scheme work of the remaining districts. The Annual Administration Report of the Land Records Department and the Five Year Plan programme may be mentioned among the items dealt with in the Administration Section. The Assistant Settlement Commissioner (Metric) has been appointed to do the spade work for the introduction of the metric system of measures and for the revision of the laws, rules and manuals on that account. He is assisted by three clerks. The Assistant Settlement Commissioner (General) is also in charge of the Alienation Office. He is assisted by one Head Clerk and other ancillary staff.

**Field Staff for Survey and Settlement**

As regards the field staff for settlement and land records work in Western Maharashtra there are four Superintendents of Land Records, directly under the

Settlement Commissioner and Director of Land Records, one in charge of Poona Circle, corresponding to the Poona Revenue Division, one in charge of Nasik Circle, corresponding to the Bombay Revenue Division excepting Bombay Suburban District, one in charge of Bombay Suburban District, and one stationed at Poona in charge of clearance of arrears of Pot Hissa measurement in Western Maharashtra. There is a District Inspector of Land Records for each of the districts of Poona, Sholapur, Ahmednagar, Sangli, Satara and Kolhapur and there is one post of Additional District Inspector of Land Records at Poona for Land Acquisition work. All these Inspectors work under the Superintendent of Land Records, Poona Circle, Poona. The Superintendent of Land Records, Nasik Circle, Nasik, has six District Inspectors for Nasik, Thana, Kolaba, Ratnagiri, Dhulia and Jalgaon district and one Enquiry Officer at Ratnagiri for City Survey work. The Superintendent of Land Records, Bombay Suburban District, has under him three District Inspectors, one for the regular Land Records work and two in charge of the special work of introduction of City Survey in the district. There are also under the Superintendent eight Enquiry Officers in the grade of District Inspector of Land Records entrusted with the work of City Survey enquiry in the district. The Superintendent of Land Records for Pot Hissa Survey at Poona has four Survey Mamlatdars under him, one posted at Poona, one at Nasik and two at Ratnagiri. The District Inspectors of Land Records are in several respects under the supervision of the Collectors of the districts to which they are attached, as their day-to-day work is intimately connected with the levy and collection of land revenue and the maintenance of village records. The Superintendents of Land Records are mainly inspecting officers. For field work relating to settlement and land records in Vidarbha and Marathwada, intervening between the Superintendents of Land Records and the Settlement Commissioner and Director of Land Records is a Deputy Director of Land Records at Nagpur. Under him are two Superintendents of Land Records in charge of Nagpur and Aurangabad Circles. There are eight District Inspectors of Land Records for Nagpur, Wardha, Yeotmal, Buldhana, Akola, Bhandara, Amravati and Chanda districts who work under the Superintendent of Land Records, Nagpur Circle, but their position is somewhat different from that of District Inspectors in Western Maharashtra. As the separation of survey and settlement work from ordinary land revenue work has not progressed equally far in Vidarbha, the District Inspectors of Land Records do not have independent offices in the eight Vidarbha districts. They are treated as part of the establishment under the Collectors. In addition to the eight District Inspectors of Land Records, there is a Survey Mamlatdar at Chanda for the survey and classification of unsurveyed villages in Chanda, Amravati and Buldhana districts under the control of the Superintendent of Land Records, Nagpur Circle. The Superintendent of Land Records, Aurangabad Circle, has five District Inspectors of Land Records for Aurangabad, Nanded, Bhir, Osmanabad and Parbhani districts. There is one Survey, Mamlatdar at Nanded for special work of re-survey and classification of Kinwat Tahsil and Rajura Tahsil (which, though a part of Chanda District, is governed by the same land revenue laws as Marathwada). There are two other Survey Mamlatdars, one at Bhir and one at Nanded, for clearing arrears of Pot Hissa measurement work in Marathwada under the control of the Superintendent of Land Records, Aurangabad.

#### Field Staff for Consolidation

For work relating to consolidation of holdings under the Bombay Prevention of Fragmentation and Consolidation of Holdings Act, 1947, there are twelve Consolidation Officers of the rank of Superintendent of Land Records posted at Poona, Ahmednagar, Satara, Sangli, Kolhapur, Sholapur, Nasik, Jalgaon, Dhulia, Aurangabad, Nagpur and Akola. Each Consolidation Officer has the assistance of four to five Assistant Consolidation Officers of the rank of District Inspector of Land Records. A special staff of about 700 surveyors, nimbardars, circle inspectors, clerks, etc., are engaged on the work, which involves the preparation of detailed schemes for the

nationalisation of agricultural holdings by forming compact blocks out of fragmented holdings in consultation with the holders through a process of exchange without, as far as possible, depriving any owner of his land.

#### **Advisory committees**

There are no statutory bodies working under the control of the Settlement Commissioner and Director of Land Records, but there is an advisory Committee for the Alienation Office with the Settlement Commissioner and Director of Land Records as Chairman and three official and four non-official members. The functions of the Committee are to advise the Settlement Commissioner and Director of Land Records (Alienation Office), Poona, and the Director of Archives and Historical Monuments, Bombay, in regard to the admission of research scholars to the Alienation Office and in regard to the preservation and publication of the records therein. The meetings of the Committee are convened by the Chairman as and when special items are to be discussed. The activities of the research staff in the Alienation Office are conducted according to the advice given by the Committee. These activities are made known to the members of the Committee through monthly progress reports.

#### **Chart**

A chart showing the organisation of the Department is appended.



## ANNEXURE B TO APPENDIX II

### *Rural Development Department*

#### **Formation of Department**

With the inauguration of Maharashtra State on 1st May 1960 a new Department called the Cooperation and Rural Development Department came into being wherein the Cooperation Wing of the former Industries and Cooperation Department, the Community Development Wing of the former Political and Services Department and the Local Boards and Village Panchayats branches of the former Local Self Government and Public Health Department were brought together. When Government decided to have democratic decentralisation, that subject was also allocated to this Department. On 1st September 1964, the Cooperation Wing of the Department was transferred to the Agriculture and Food Department which was redesignated as Agriculture and Cooperation Department. The residual Department was named the Rural Development Department.

#### **Subjects dealt with:**

The Department is concerned with local government in rural areas, including taxation levied for local purposes in rural areas, village water supply and sanitation, local development, multipurpose projects, rural housing schemes, *sarvodaya* and rural development generally. The main Acts administered by the Department are the following:

- (1) The Bombay Village Panchayats Act, 1958.
- (2) The Maharashtra **Zilla Parishads** and **Panchayat Samitis** Act, 1961. By the latter Act, which was brought into operation on 1st May 1962, district local boards in Western Maharashtra and **Janapada Sabhas** in Vidarbha were replaced by **Zilla Parishads** at the district level and **Panchayat Samitis** at the development block level with widely extended functions and with an extensive devolution of responsibility for the execution of works and development schemes in the sphere of rural development included in the State Five Year Plans.

#### **Structure of Department**

The Department is headed by a Secretary, who is assisted by three Deputy Secretaries, an Officer on Special Duty, eleven Under or Assistant Secretaries, an Accounts Officer and a Mamlatdar. The primary units of work consist of twenty-two noting branches generally constituted like branches in other departments of the Secretariat. In addition, there are Cash and Registry Sections. It may be added that one of the noting branches, though located in the Rural Development Department, actually functions as a cell of the General Administration Department dealing with service matters of **Zilla Parishads**, including transfer and absorption of staff, transfer of property and assets and equipment.

#### **Heads of Department**

The Department is unique in that there is no Head of Department outside the Secretariat Principally under its administrative control.

### **Advisory bodies**

The following advisory bodies are connected with the work of the Department.

#### *(1) State Level Consultative Committee on Panchayati Raj.*

In view of the introduction of Panchayati Raj in the State of Maharashtra, the Committee has been constituted in place of the former State Development Committee and the Informal Consultative Committee. The Committee consists of the Chief Minister as Chairman with other ministers, including the Deputy Minister, Rural Development, and non-officials as members and officials as associate members. The Committee advises Government on all matters pertaining to Panchayati Raj and the Community Development Programme.

#### *(2) State Council for Panchayats*

The Council consists of the Minister for Rural Development as Chairman and official and non-official members. Its main function is to advise Government on all general questions pertaining to Village Panchayats.



## APPENDIX III

*Municipal Administration*

Before the enactment of the Maharashtra Municipalities Act, 1965, there were several enactments in force in Maharashtra as mentioned below:

1. The Bombay Municipal Boroughs Act, 1955 in Western Maharashtra,
2. The Bombay District Municipalities Act, 1901 in Western Maharashtra,
3. The Central Provinces and Berar Municipalities Act, 1922 in Vidarbha,
4. The Hyderabad District Municipalities Act, 1956 in Marathwada.

In 1963, a committee was appointed by Government to consider the question of a unified law for all Municipalities in the State. As a result of the Report of the Committee, the Maharashtra Municipalities Act, 1965 was passed and now in force in all the districts of the State. The salient features of this Act are given below:

The Act provides for the division of municipal areas into three classes namely (A), (B) and (C) on the basis of population. All the District Municipalities are classified into these classes. The minimum requirement for declaring any area as a municipal area is a population of 10,000. A provision has been made for a payment of remuneration of Rs. 300 per mensem to the President and Chairman of the Subjects Committees. A major departure from the provisions in the previous Acts is allocation in the new Act of specific executive functions to the Standing Committee and the Subjects Committees on the Zilla Parishad pattern. No councillor can be a Member of more than two Subjects Committees so that he can devote adequate time to work of the committee.

Hitherto there was no whole time officer to attend to municipal matters. It was considered that appointment of a full time officer would lead to a common approach to problems of Municipal Administration in all the areas of the State and in consequence would improve Municipal Administration in general. For this purpose, a Director of Municipal Administration has been appointed. With the appointment of this officer, it was not considered necessary to retain the control which the Commissioners of Divisions exercised in any municipal matters. In order to make the Director really effective in matter of Municipal Administration, not only the powers exercised by the Commissioners but some of the powers exercised by Government in the old Acts have been vested in the Director. It was also considered necessary that the Collectors of the Districts should be associated in a greater measure with Municipal Administration because they are the persons on the spot and their local knowledge would be very valuable. The Collector, therefore, has been given concurrent powers along with the Director of Municipal Administration in certain matters such as inspection, supervision, calling for returns and reports. The Collector has also the power of suspending the order or resolution of a Municipal Council or the doing of anything which is likely to cause injury or annoyance to the public or is against public interest or is likely to lead to a breach of the peace or is unlawful. In cases of emergency, he can also provide for the execution of any work or the doing of any act which a Municipal Council can do which, in his opinion, is necessary for the health or safety of the public.

The Act enables the Government to appoint a Coordination Committee at the district level consisting of representatives of the councils and the Zilla Parishad of the district so as to bring about proper co-ordination in certain matters relating to water supply, medical facilities etc. in which they may be jointly interested.

Appointment of a Chief Officer has been made compulsory for all Councils. In order to improve Municipal Administration and to give a sense of security to the Executive Officers an enabling provision for forming common cadres of Chief Officers, Municipal Engineers, Water Works Engineers, Health Officers. Municipal Auditors, Municipal Education Officers and such other officers, has been made.

In order to strengthen the financial position of the Municipalities, the following five taxes have been made compulsory:

1. Consolidated Property tax,
2. Octroi,
3. Profession Tax,
4. Theatre Tax and
5. Advertisement tax.

In order to secure proper assessment of property, the Act empowers Government to appoint "Authorised Valuation Officer" to finalise the assessment. The Act also enables the Collectors and Commissioners to appoint a Revenue Officer as a Special Officer for Recovery of Municipal dues on the request of the Councils. The Director is also empowered to appoint a Recovery Officer for Councils whose arrears as on 31st December are in excess of 50% of the total demand for that year irrespective of whether the Council has asked for such an Officer or not.



*A brief review of the Cooperative Marketing Societies and Cooperative Credit Structures in Maharashtra*

Development of Cooperative Marketing has been assigned a very high priority in the development plan schemes because marketing is an essential pre-requisite for the large scale expansion of agricultural credit and expected increase in agricultural production. In its pyramidal structure in the State, there are at present (as on 30-6-1966) 415 cooperative marketing societies of various types working at different levels as shown below:—

(i) Apex Marketing Federation	1
(ii) <i>Central or District Marketing Societies :</i>	
(A) Regional Marketing Society (i.e. Vidarbha Cooperative Marketing Society)	1
(B) District Cooperative Purchase & Sale Union	20
(C) Nasik District Potato & Onion Growers Cooperative Association Ltd.	1
(iii) <i>Taluka Block Primary Marketing Societies:</i>	
(a) Taluka Co-operative Marketing Societies	213
(b) Block Cooperative Marketing Societies	101
(iv) <i>Special Commodity Marketing Societies :</i>	
(a) Fruit & Vegetable Sale Societies	43
(b) Cotton Sale Societies	17
(c) Arecanut Sale Societies	3
(d) Tobacco Sale Societies	3
(e) Others	12
	415

2. There are no district marketing societies for the districts of Amravati, Yeotmal, Wardha, Bhandara and Chandrapur. Mahabaleswar Peta in Satara District Bhiwandi Taluka and Telsari Mahal in Thana District and Ettapalli, Kurkheda and Dhanora Block in Chandrapur District are still without marketing Societies.

3. All these marketing societies had a total membership of 2.6 lakhs at the close of the Cooperative year 1966 which include 25,562 as society members. The paid-up share capital of marketing societies was of the order of Rs. 4.49 crores, of which Government contribution was of the order of Rs. 2.96 crores. The working capital of the marketing Societies amounted to Rs. 15.32 crores. The total sales of all the marketing societies amounted to Rs. 106 crores of which the sales of agricultural produce were of the order of Rs. 36.44 crores agricultural requisites Rs. 28.63 crores and consumer goods Rs. 41 crores. These societies helped the primary credit societies to recover their dues of short term loans to the extent of Rs. 4 crores, out of the sale proceeds of the agricultural produce of their members. During

the year 1965-66, the scheme regarding monopoly purchase of jowar and paddy/rice was implemented through the Maharashtra State Cooperative Marketing Federation. This society arranged to purchase 24,72,815 quintals of jowar by appointing primary marketing and service societies as sub-agents at 582 centres. A total quantity of 11,40,000 quintals of paddy was also purchased by the Society at 506 centres under monopoly purchase scheme.

Since the beginning of the II Five Year Plan, the marketing and service co-operatives have been given financial assistance for construction of 2,869 godowns of which construction of 1,567 godowns has been completed and the work of construction of remaining godowns is at different stages.

#### **Cooperative Credit Structure**

The State of Maharashtra has a well-knit Cooperative Credit Structure for provision of short term and medium term loans to agriculturist members of the village primary cooperative credit societies. This structure has been based on "three tier" system. This three tier structure comprises of (i) The Village agricultural primaries or in other words the "Seva Sahakari Societies" at the village level; (ii) the District Central Cooperative Banks at the intermediate or the district level; and (iii) the Maharashtra State Cooperative Bank Ltd, Bombay at the apex level. It may be mentioned that although each of these three types of Cooperative Credit institutions is autonomous in character at its respective level, it constitutes an organic link of the Integrated Cooperative Credit structure thus the agricultural primaries are affiliated to the District Central Cooperative Banks, and the District Central Cooperative Banks in their turn are affiliated to the Apex Cooperative Bank. On this structure as a whole is cast the responsibility of provision of adequate, timely and cheap credit for short term and medium term agricultural purposes. These loans are channelled to the agriculturists through these cooperative credit organisations under the system known as the Crop Loan system which is in vogue in this State since the year 1949-50. Under this system short term loans for seasonal agricultural operations and marketing of crops are provided at the beginning of the agricultural season. While doing so, insistence is laid on provision of credit in kind as far as possible, loans in cash being minimum. This ensures proper utilisation of credit. The loans so granted are supervised by the Inspectorial staff of the District Central Cooperative Banks. Recovery of these loans is linked to the harvesting season of the crops, and as a matter of principle insistence is laid on sale of agricultural produce by the agriculturist members of village primaries through the Co-operative marketing societies. These societies are expected to recover from out of the sale proceeds, the dues payable by the members of village primaries on account of the Short Term Loans borrowed by them at the beginning of the agricultural season.

2. Medium term loans for agricultural purposes such as purchase of agricultural implements, bullocks, constructions of bunds etc. are also advanced through the aforementioned cooperative credit structure. These loans are granted for a period of 3 to 5 years.

3. The funds for the purpose of provision of agricultural credit are raised by the Cooperative Credit Institutions by way of collection of share capital from members raising deposits, etc. The credit requirements of these institutions are also supplemented by the Reserve Bank of India and it accordingly sanctions short term and medium term credit limits to the Apex Cooperative Bank every year on behalf of the District Central Cooperative Banks.

4. A list of the Apex and District Central Cooperative Banks working in this State is enclosed herewith. As regards agricultural primaries working at the village

level, it may be stated that their number is very large. As on the 30th June, 1966, 20,034 agricultural primaries were working in this State. Following is a brief account about the financial position and the volume of short term and medium term loans advanced at each of the three levels during the past cooperative year that is 1965-66.

(I) *Financial position of the Apex Cooperative Bank. (The Maharashtra State Cooperative Bank Ltd., Bombay) on as 30-6-1966.*

	(Rs. in lakhs)
(i) Paid up share capital	578.25
(ii) Reserve and other funds	319.71
(iii) Deposits	4,958.96
(iv) Borrowings from the Reserve Bank of India (outstanding balance) for short term financing obtained under sec. 17(2) (b) or 4(c) of the Reserve Bank of India Act, 1934	2,896.29
(v) Borrowings for medium term financing	Do. 85.69
(vi) Advances to District Central Cooperative Banks for seasonal agricultural operations and marketing of Crops (outstanding balance)	3,772.76
(a) From out of funds borrowed from the Reserve Bank of India (Rs. in lakhs 2,896.29)	
(b) From out of own funds (Rs. in lakhs 876.47)	
(vii) Cash on hand & bank balances	577.78
(viii) Investments	1,332.46
(ix) Profit	59.76

(II) *Financial position of the District Central Cooperative Banks as on 30-6-1966 :*

	25
	(Rs. in lakhs)
(a) No. of Banks	*
(b) Total paid up share capital	1,396.00
(c) Reserve & other funds	408.00
(d) Total Deposits	7,069.00
(e) Working Capital	12,924.00
(f) Loans advanced during the year 1965-66 for agricultural purposes :	
(i) Short term	7,066.00
(ii) Medium term	420.00
(h) No. of societies in :	
(i) Profit	155.00
(ii) Loss with amount	114.00

5. The integrated Cooperative Credit structure of this State is on the whole, working quite satisfactorily. There may be certain pitfalls or shortfalls here and there in the working of the Crop Loans System which is being operated through this pyramidal structure, but by and large it can definitely be claimed that the system of provision of agricultural credit through the Cooperative sector has been proved to be a success and Maharashtra today stands foremost in this behalf. Attempts are always being made to remove the drawbacks, if any, in the implementation of

the system of provision of credit through this structure. In this context, mention has to be made of the order issued by the Registrar, Cooperative Societies to the District Central Cooperative Banks on the 8th of September 1964 under the provisions of Rule 42(7) of the Maharashtra Cooperative Societies Rules, 1961 which aims at bringing about uniformity throughout the State in the procedural matters connected with the "Crop Loan System" operated through the Cooperative Credit Institutions. The crop loan manual recently published by the Reserve Bank of India will also go a long way in achieving further improvement in the working of the system. The Cooperative Department and the Apex Cooperative Bank are quite alive to these matters.

#### Long Term Credit

6. Unlike the three tier structure in the crop loan system as described above, the Land Development Banking system in this State has only two tiers, viz., the Apex Land Development Bank at the State level (The Bombay State Cooperative Land Mortgage Bank Ltd., Bombay) and the primary land development banks at the district level. The functions of these banks are to grant long term loans for making major improvements on land for productive purposes, as also for other purpose which have been exhaustively indicated in section 111 of the Maharashtra Cooperative Societies Act, 1960.

7. The working of these banks is governed by the provisions of sections 111 to 144 of the Maharashtra Cooperative Societies Act, 1960. The long term resources required for financing long term needs of the agriculturists are mainly raised by issue of debentures by the Bombay State Cooperative Land Mortgage Bank.

Following is the brief account about the long term loans advanced for different purposes through the agency of the Land Development Banks during the year 1965-66:—

Purposes	Loans sanctioned
	(Rs. in lakhs)
(1) Construction of new wells	705.30
(2) Repairs to wells	60.71
(3) Purchase of oil engines	497.35
(4) Purchase of Electric Motors	109.18
(5) Purchase of tractors	51.56
(6) Land Development	91.00
(7) Purchase of land	5.26
	1,520.36

8. The details regarding financial position of the Apex Land Mortgage Bank and the primary Land Development Banks as on 30-6-1966 are as given below:—

*Apex Land Mortgage Bank, (i.e. the Bombay State Cooperative Land Mortgage Bank Ltd., Bombay).*

	(Rs. in Lakhs)
(i) Paid up share capital	372.29
(ii) Reserve and other funds	30.90

								(Rs. in lakhs)
(iii) Deposits	.	.	.	.	.	.	.	162.21
(iv) Debentures :								
Ordinary	.	.	.	*	.	.	4,666.61	.
Rural	.	.	.	.	.	.	329.50	.
(v) Long term advances outstanding	.	.	.	.	.	.	.	4,605.83
(vi) Long term advances during the year 1965-66	.	.	.	.	.	.	.	1,520.36
(vii) Investments	.	.	.	.	.	.	.	1,153.79
(viii) Profit	.	.	.	.	.	.	.	23.90

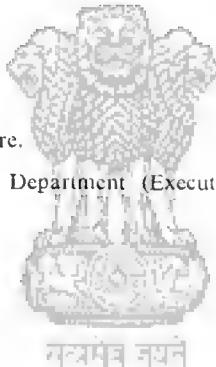
*Primary Land Development Banks Ltd.*

									(Rs. in lakhs)
(1) Share capital	.	.	.	.	.	.	.	.	497.00
(2) Reserve and other funds	.	.	.	.	.	.	.	.	41.00
(3) Deposit	.	.	.	.	.	.	.	.	210.00
(4) Working capital	.	.	.	.	.	.	.	.	4,860.00
(5) Loans issued	.	.	.	.	.	.	.	.	1,547.00
(6) Loans outstanding	.	.	.	.	.	.	.	.	4,564.00
(7) Cash & Bank balance	.	.	.	.	.	.	.	.	154.00
(8) Investment	.	.	.	.	.	.	.	.	300.00
(9) Profit	.	.	.	.	.	.	.	.	10.00
(10) Loss	.	.	.	.	.	.	.	.	21.00

नवायन

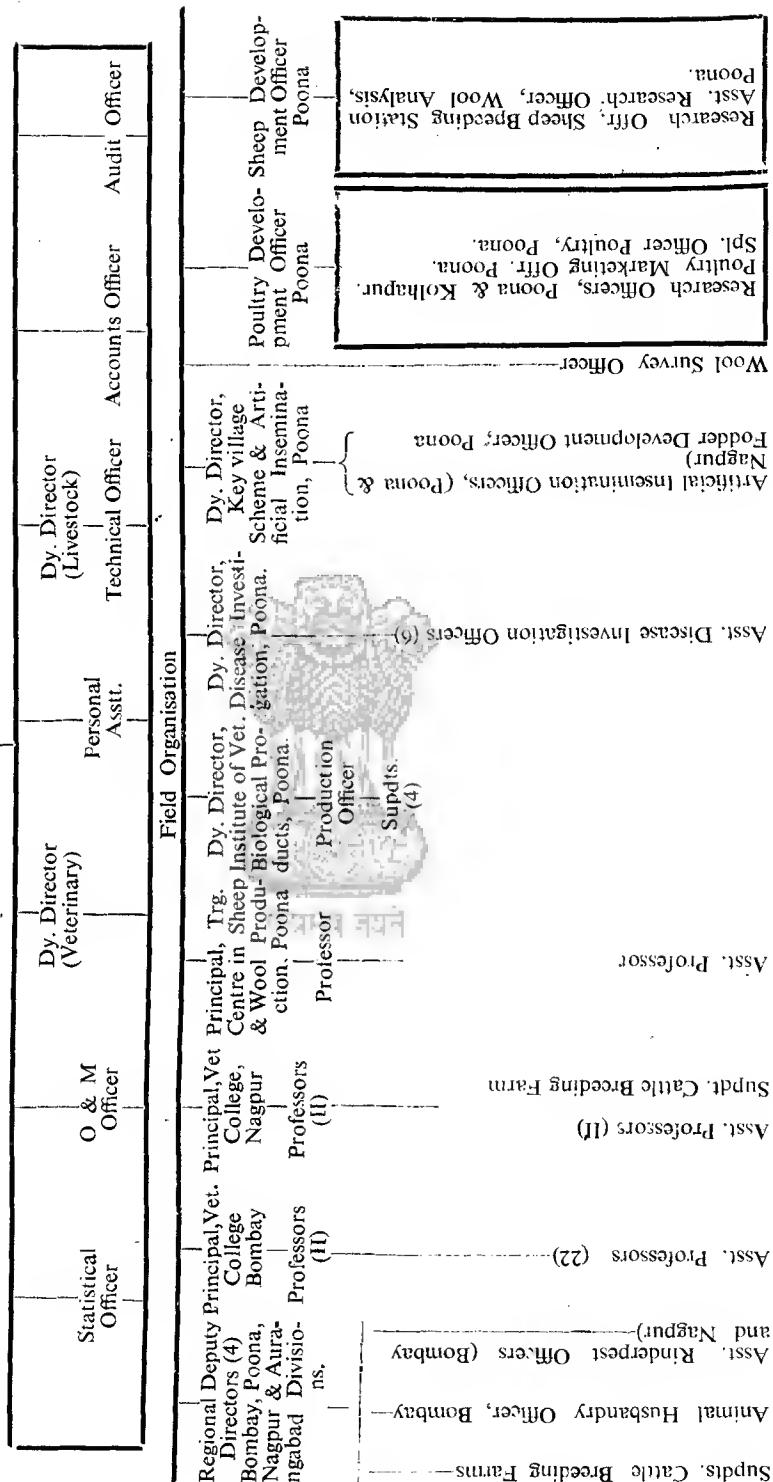
*Charts showing the organisation of—*

1. Office of Commissioner, Bombay Division, and Commissioner, Nagpur Division.
2. Offices of Collector of Thana, and Collector of Nagpur.
3. Department under Settlement Commissioner and Director of Land Records.
4. Police Department.
5. Zilla Parishad.
6. Forest Department.
7. Agriculture Department.
8. Animal Husbandry Department.
9. Dairy Development Department.
10. Fisheries Department.
11. Cooperative Department.
12. Directorate of Education.
13. Directorate of Social Welfare.
14. Buildings & Communication Department (Executive).
15. Industries Department.





8. ORGANISATION CHART OF ANIMAL HUSBANDRY DEPARTMENT

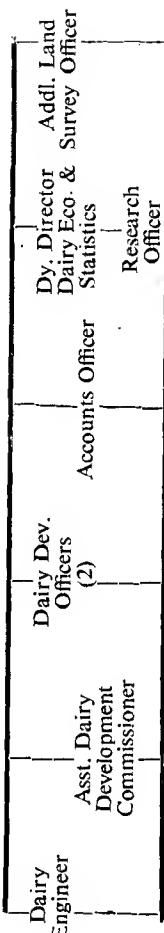


## 9. ORGANISATION CHART OF DAIRY DEVELOPMENT DEPARTMENT

### DAIRY DEVELOPMENT COMMISSIONER

#### Headquarters

Note: Non-gazetted staff in the department is not shown in the chart.



#### Director, Greater Bombay Milk Scheme

#### Joint Director

#### Deputy

#### Supervising Officer

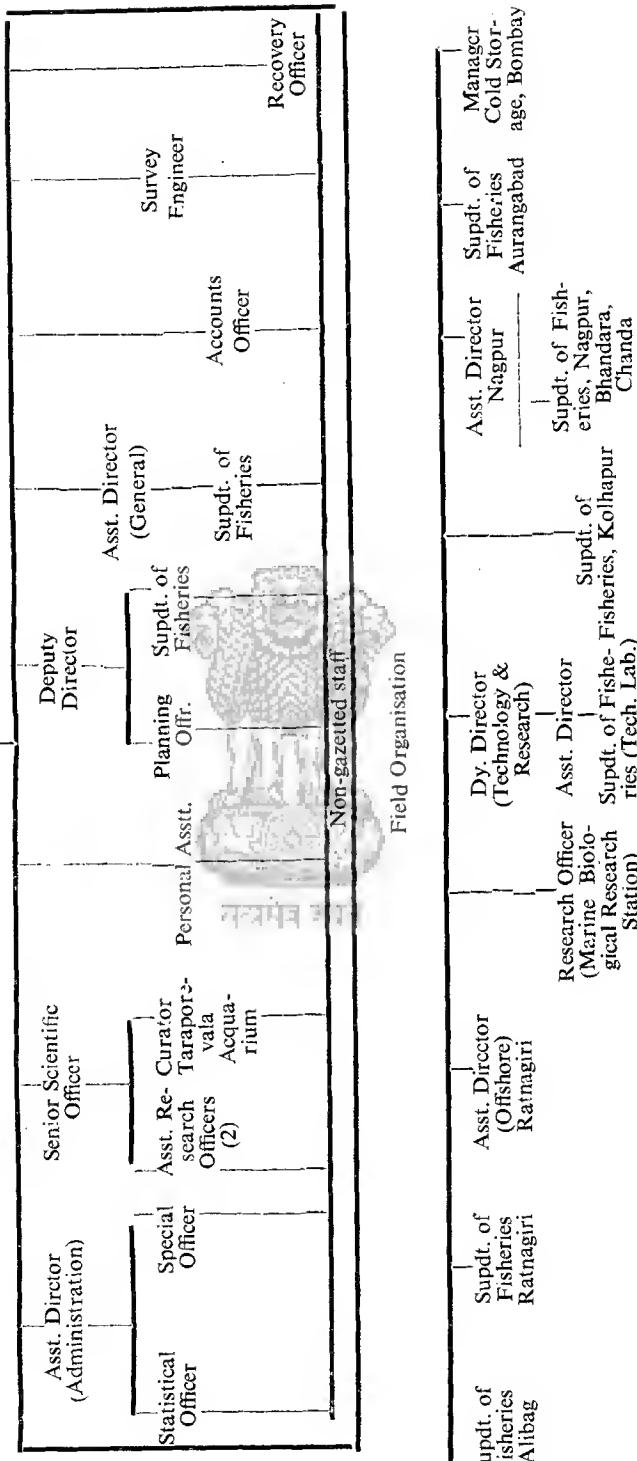
#### Trainer

#### Supervisor

#### Deputy

**10. ORGANISATION CHART OF DEPARTMENT OF FISHERIES**

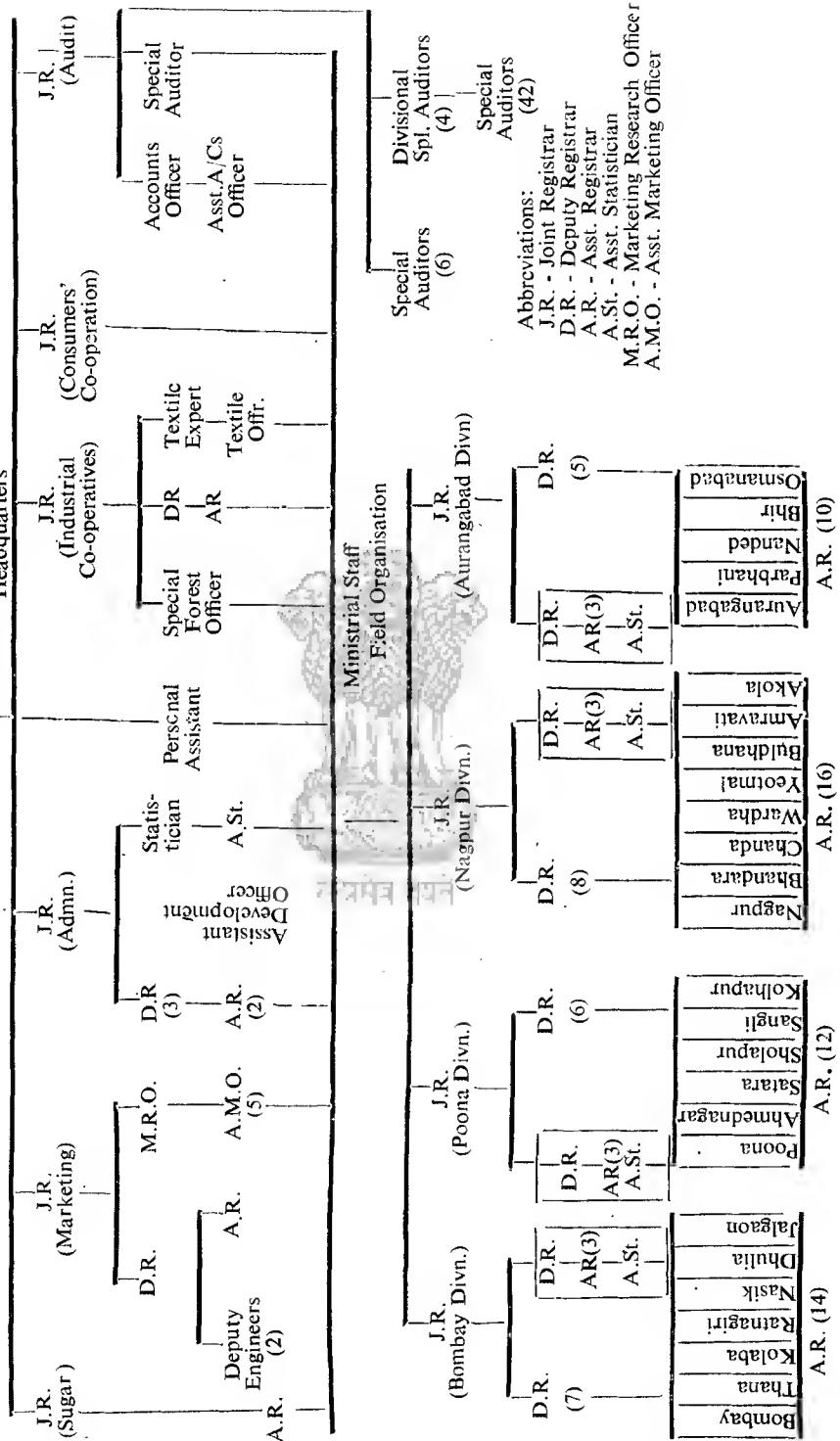
**DIRECTOR OF FISHERIES**



Note: Non-gazetted staff in field organisation is not shown in the chart.

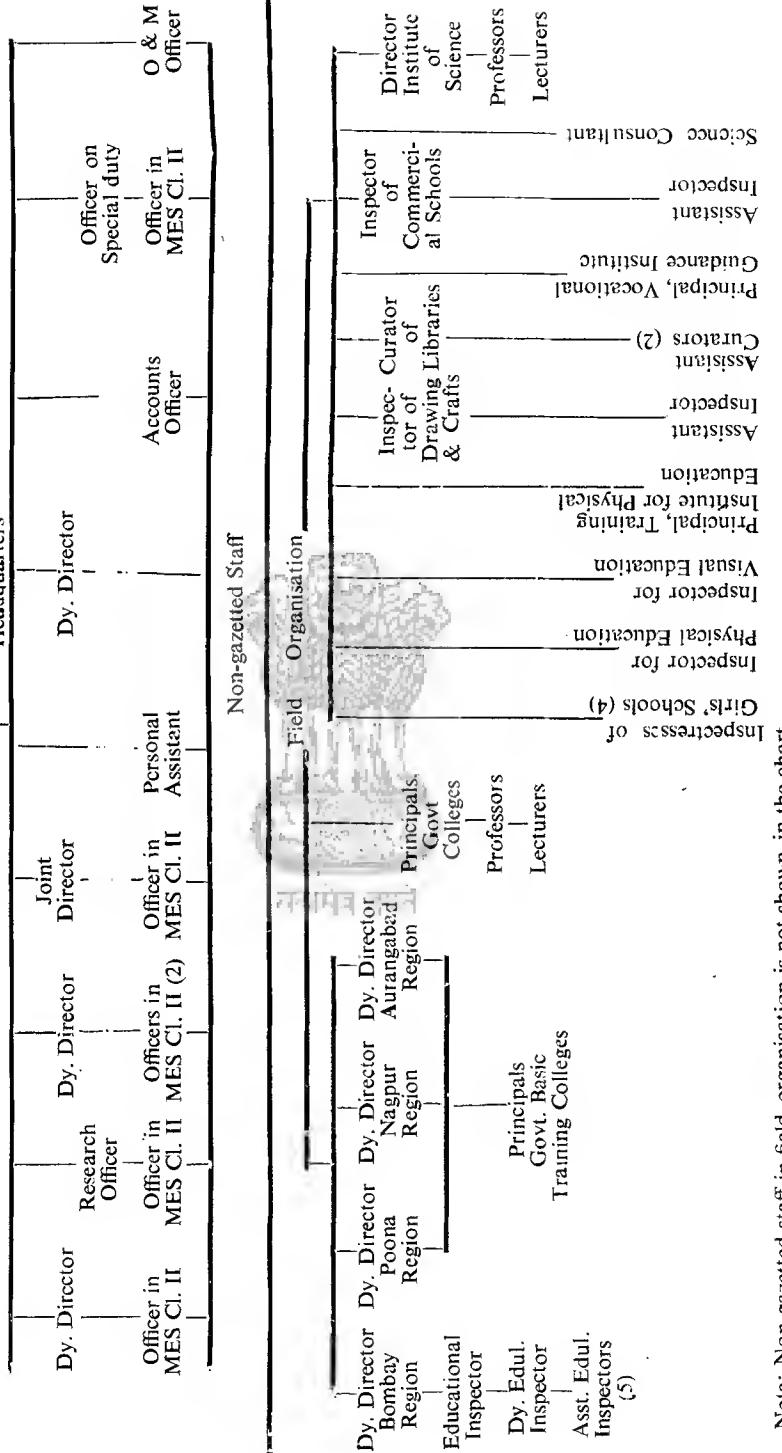
### III. ORGANISATION CHART OF CO-OPERATIVE DEPARTMENT

## REGISTRAR OF CO-OPERATIVE SOCIETIES



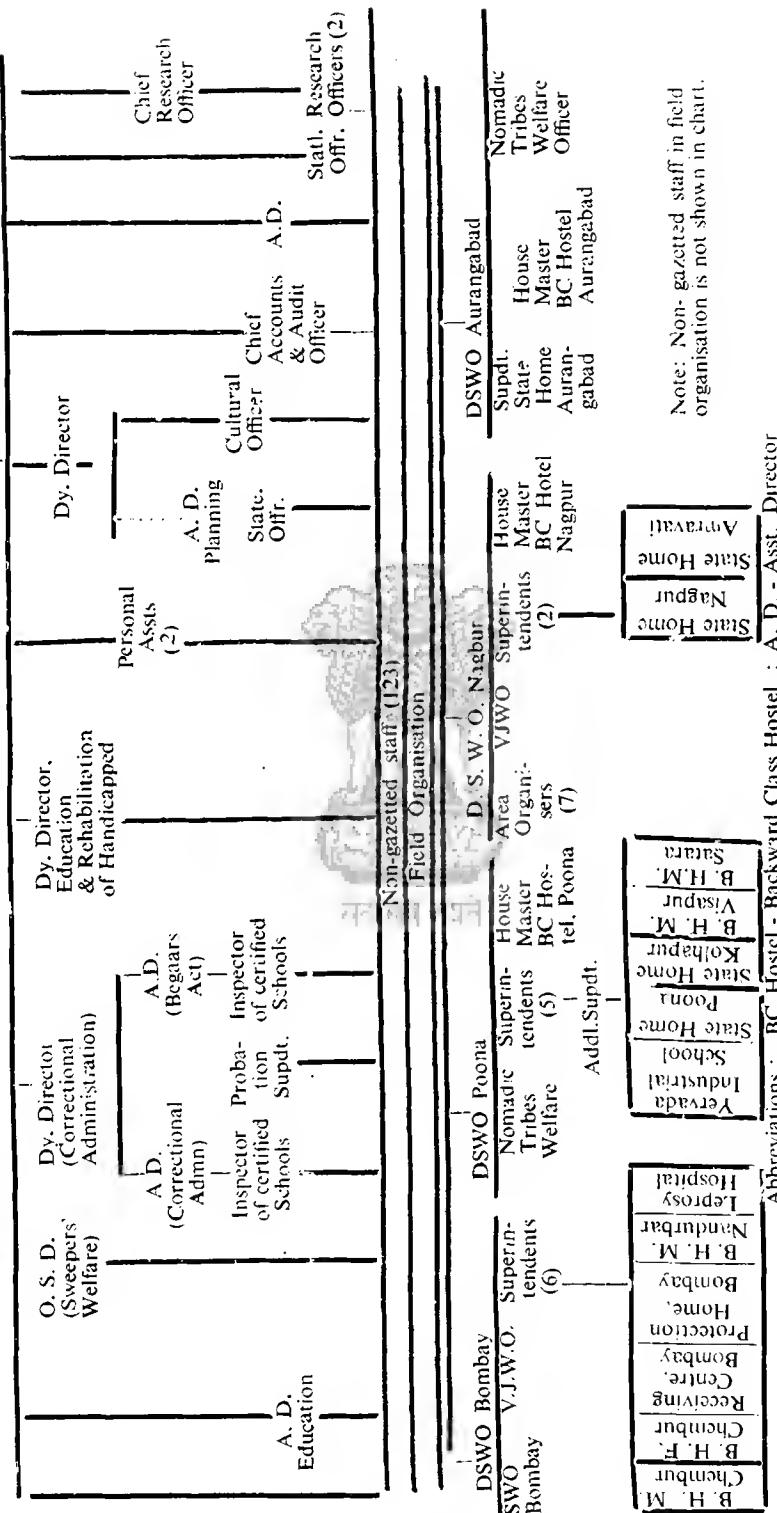
## 12. ORGANISATION CHART OF DIRECTORATE OF EDUCATION

DIRECTOR OF EDUCATION



Note: Non-gazetted staff in field organisation is not shown in the chart.

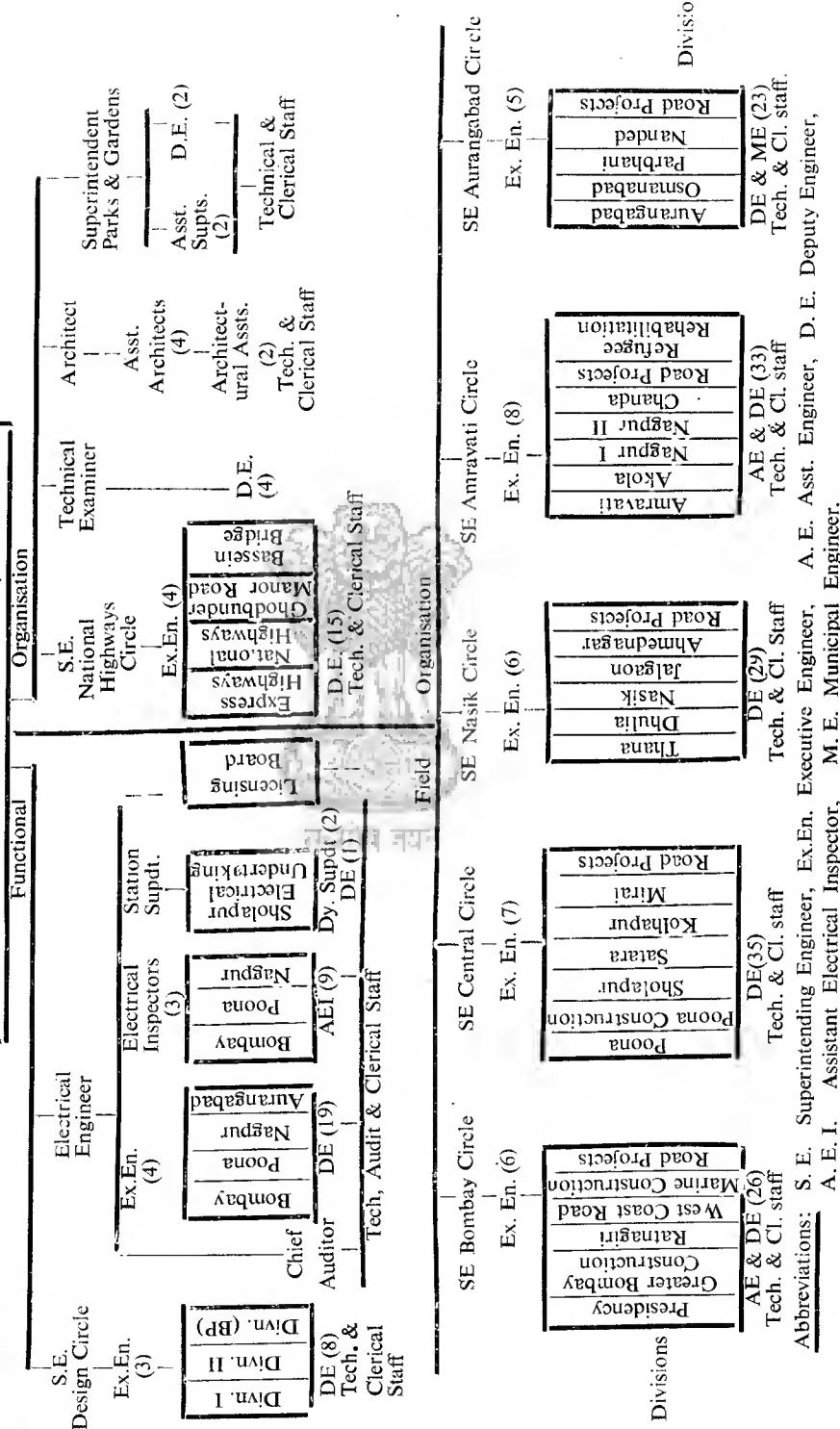
**13. ORGANISATION CHART OF DIRECTORATE OF SOCIAL WELFARE**



14. ORGANISATION CHART OF BUILDINGS AND COMMUNICATIONS DEPARTMENT (EXECUTIVE)

CHIEF-ENGINEER

Buildings & Communications Department (Secretariat)

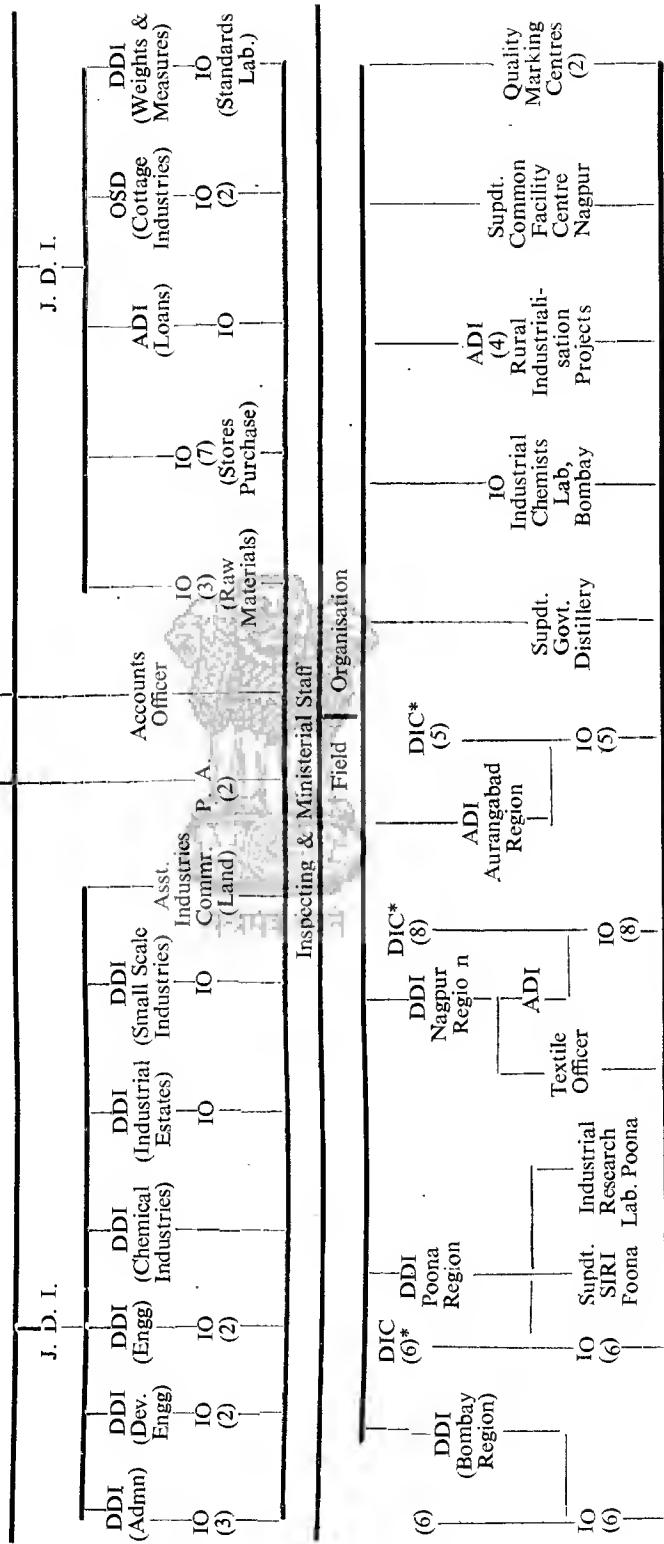


Abbreviations: S. E. Superintending Engineer, Ex. En. Executive Engineer, DE (35) Tech. & Cl. staff, A. E. I. Assistant Electrical Inspector, M. E. Municipal Engineer, A. E. Asst. Engineer, D. E. Deputy Engineer, DE & DE (26) Tech. & Cl. staff, DE & DE (23) Tech. & Cl. staff, DE & ME (33) Tech. & Cl. staff.

**DIC** Dy. Industries Commissioner  
**OSD** Officer on Special Duty  
**P. A.** Personal Assistant

**SIRI** Small Industries Research Institute

**15. ORGANISATION CHART OF  
DIRECTORATE OF INDUSTRIES  
INDUSTRIES COMMISSIONER**



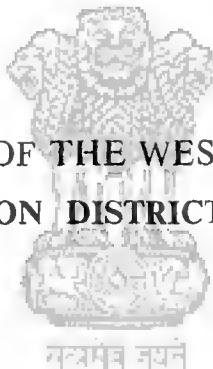
- \* In districts, the Collectors are designated as Deputy Industries Commissioners.



सत्यमेव जयते

# DOCUMENT No. V

## REPORT OF THE WEST BENGAL WORKING GROUP ON DISTRICT ADMINISTRATION





सत्यमेव जयते

## PREFACE

The following Working Group on District Administration and Agricultural Administration was set up by the Government of West Bengal under Home (GA-AR) Department Memo No. 107-GA(AR), dated 12-10-66:—

1. Shri R. L. Sinha, Minister, Education Department.	<i>Leader</i>
2. Dr. Manmohan Das, M. P.	<i>Member</i>
3. Dr. Pratap Chandra Chunder, M. L. A.	<i>Member</i>
4. Shri Bijesh Sen, M. L. A. Chairman, 24-Parganas Zilla Parishad.	<i>Member</i>
5. Shri R. Ghosh, Secretary, Agricultural & Community Development Departments.	<i>Member</i>
6. Shri G. D. Goswami, Secretary, Co-operation and Irrigation & Waterways Departments.	<i>Member</i>
7. Shri J. C. Sen Gupta, Secretary, Panchayat and Cottage & Small Scale Industries Departments.	<i>Member</i>
8. Shri R. N. Sen Gupta, Registrar, Co-operative Societies.	<i>Member</i>
9. Shri K. D. Gupta, Director of Statistics, Food & Supplies Department.	<i>Member</i>

Shri Smarajit Bandopadhyaya, Minister of State for Agriculture and Community Development, was also appointed a Member and Deputy Leader of the Working Group *vide* Home (GA-AR) Department No. 142-GA(AR), dated 26-11-66.

Shri A. K. Dutt, Joint Secretary, Home Department, was appointed Convenor of the Working Group.

The Working Group held meetings on 8-11-66, 19-11-66, 2-12-66, 3-12-66, 5-12-66 and 8-12-66. The Working Group framed a set of 10 broad issues (*vide annexure*) which, in its opinion, should adequately cover the ground which the Group was required to go into by the Government for coming up with necessary recommendations for reorientation and reorganisation of the District Administration and Agricultural Administration *vis-a-vis* the Panchayatiraj Institutions. These issues were circulated to senior officials of the State Government including the Divisional Commissioners and District Magistrates and Collectors and Heads of Technical Directorates, and also to Chairmen of all Zilla Parishads and Associations of Zilla Parishads and Panchayat bodies for eliciting their views. The Working Group duly considered the views expressed by all these persons and bodies and also held meetings on 3-12-66 and 5-12-66 with the following for further elucidation of their views:—

1. Chief Secretary.
2. Member, Board of Revenue.
3. Additional Member, Board of Revenue.
- 4-6. All Commissioners of Divisions.
7. Shri J. C. Talukdar, Secretary, Lahiri Commission of Enquiry.
8. Additional Secretary, Relief & Social Welfare Department.
9. Director of Agriculture.
10. Chief Engineer, Agriculture.
11. Chief Engineer, Roads.
12. Chief Engineer, Public Health Engineering.
13. Director of Animal Husbandry.
14. Director of Veterinary Services.
15. Director of Public Instruction.
16. General Secretary, West Bengal Panchayats Parishad.
- 17-18. Secretary and another representative of West Bengal Zilla Parishad Association.

The Working Group appends herewith its report and recommendations bearing on the issues framed by it for consideration by the State Government and by the Administrative Reforms Commission, Study Team on District Administration. The existing set up of district administration is given at annexure II.

The Working Group generally felt that the Zilla Parishad and other Panchayatiraj Institutions were still in the initial stage of development and their performance and potentiality in the field of execution of development

programmes in the district were yet to be assessed, the Zilla Parishads and Anchalik Parishads having come into existence in the latter part of 1964. But there was no doubt that more and more responsibility for planning and execution of development schemes at the district level should be entrusted to these institutions and all assistance should be provided to them by the Government to enable them to discharge their functions efficiently and expeditiously. The present recommendations are being made with a view to introducing the necessary structural changes in the administration of development programmes and watching the operation of the new set-up for an initial period of, say, 5 years. It will be desirable to make a review of the performance of the Panchayatiraj Institutions at the end of five years to find out to what extent a much larger share of the development programme of the district should be handed over to them in future.

(Sd.) RABINDRALAL SINHA,

*December 8, 1966.*

*Leader.*

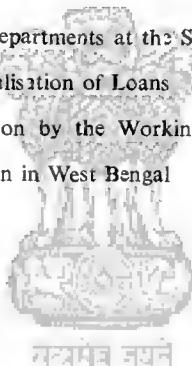




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## **I. Zilla Parishads—Planning and execution of development schemes in the district**

The Working Group was unanimously of the view that more and more development schemes at the district level (now looked after directly by the Government Departments), irrespective of financial limits, ought to be entrusted for execution to the Zilla Parishads subject only to their technical competence to deal with such schemes. In terms of Section 18(1)(a)(ii) of the West Bengal Zilla Parishad Act, 1963, the State Government may entrust execution of such schemes to the Zilla Parishads. Funds for execution of specific schemes should be placed at the disposal of the Zilla Parishads. Schemes involving large capital outlay and technical complexity beyond the resources of Zilla Parishads, and schemes which cover more than one district will, however, continue to be executed directly by the Government Departments. The Working Group thinks that Zilla Parishads should be consulted before any decision is taken by the Government regarding schemes which should be handed over to Zilla Parishads for execution and those which should be left to be executed by the Government Departments. Even when larger schemes are executed by the State Government, it should be examined whether and how far routine maintenance and day-to-day operation of the schemes may be left to the Zilla Parishads and affiliated Panchayatiraj Institutions. Thus, while minor irrigation schemes involving larger financial outlay and technical complexity may be executed by Government Departments concerned, operation of the sluice gates and release of water for agricultural purposes could possibly be left to the Zilla Parishads and their affiliates. Similarly, operation of deep tubewells after their sinking and energization could possibly be left to such institutions.

In the matter of planning of development schemes at the district level, however, the Zilla Parishads together with their affiliated institutions must have a leading role. The popularly elected Representatives of these institutions are in the best position to apprise the felt needs of their respective areas, formulate priorities and draw up a district development plan under the sponsorship of the Zilla Parishads. The Working Group felt that, before drawing up a district development plan, the Zilla Parishad should not only collect and compile proposals received from Anchalik Parishads and its different Standing Committees but also secure the views and suggestions of the district level officers of different Standing Committees but also secure the views and suggestions of the district level Officers of different Development Departments. The forum for finalising development schemes at the district level could profitably be a meeting of the Zilla Parishad in which the district level heads of the different development departments should be invited along with the District Magistrate and Collector. District development plans, formulated by the Zilla Parishads in this manner in consultation with district level officers of different developments along with the District Magistrate and Collector, could then be examined by the State

Government and placed for consideration before the State Development and Planning Board.(\*)

The Working Group was of the view that responsibility for execution of more and more development schemes relating to Municipal areas should also gradually be entrusted to the Municipalities. Funds along with the requisite staff for execution of such schemes should also be placed at their disposal! Schemes relating to drinking water supply, sanitation and sewerage, urban housing, township planning, could be mentioned in this connection.

In the field of agriculture, it was felt that all development schemes could not at this stage be handed over to Zilla Parishads and their affiliates. Schemes involving technical knowledge and research, viz. seed multiplication farms, soil testing laboratories and schemes involving technical know-how of a higher order, viz., deep tubewells, large irrigation projects, river pumping irrigation schemes, etc. should continue to be executed directly by the Agriculture Department. The District Agriculture Officer is already associated with the Zilla Parishad Standing Committee on agriculture development and it should not be difficult to coordinate agricultural development schemes executed by the Zilla Parishads and those executed directly by the Department.

As regards supplies of improved seeds, fertilizers, insecticides, pumping sets, agricultural implements, etc., the Working Group felt that this work should be entrusted to Marketing and Service Cooperatives in the district. In some districts the task of distribution of agricultural supplies to the cultivators has already been taken over largely by such Cooperatives in the district. In some districts the task of distribution of agricultural supplies to the cultivators has already been taken over largely by such cooperatives. This practice should be gradually extended to cover all the districts in the State. Until such time as this work can be entrusted wholly to cooperative institutions, private dealers may have to be appointed by the Agriculture Department. It was, however, necessary that the Zilla Parishads should exercise some amount of supervision over the distribution work of both the Cooperative institutions and the private dealers to ensure that supplies are in fact reaching all areas and persons concerned. In order to make such supervision on the part of the Zilla Parishads effective, the Cooperative institutions and the private dealers should be required to submit periodical statements to the Zilla Parishads indicating their distribution programmes in advance as well as the area-wise allocations made by them. The Agriculture Department could also consider whether and to what extent selection of district level dealers (private) could be made on the advice and recommendations of the Zilla Parishads.

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\* A body composed of Cabinet Ministers, senior State Govt. officials and non-officials, presided over by Chief Minister, for drawing up the development plans of the State in their final shape. The five year Plans and the Annual Plans of the State are also finally approved by this body.

The Working Group felt that it would neither be feasible nor desirable for the Zilla Parishads and other Panchayatiraj institutions to get directly involved in trading and commercial activities connected with agriculture. It would be far more appropriate to entrust such work to a recognised network of established institutions (cooperatives) as is being done all the world over.

## **II. Deputation of Government Officers to Zilla Parishads**

The Working Group appreciated the fact that liberal assistance of the State Government Officers by different development departments at the district level should have to be provided in order to enable the Zilla Parishads to execute the much larger number of development schemes now proposed to be entrusted to them. For this, however, it may not be necessary to insist on formal deputation of Government Officers to the Zilla Parishads on "foreign service" terms. It may be adequate to place the services of such Officers at the disposal of the Zilla Parishads and to empower the Zilla Parishads to exercise administrative control over these Officers for the purpose of expeditious execution of the schemes. Such administrative control will be exercised by the Zilla Parishads over these Officers through the Chief Executive Officer (called "Executive Officer" under the West Bengal Zilla Parishad Act, 1963). The Working Group noted that this practice was working very much to the satisfaction of both the Zilla Parishads and the Public Health Engineering Directorate of the Health Department in the matter of attachment of the Mechanical Squads of that Directorate to the Zilla Parishads and other Panchayatiraj institutions. During the period of such attachment to the Zilla Parishads, the Officers and other staff concerned will take orders from the Chief Executive Officer of the Zilla Parishads and their annual confidential reports will also be written up by the Chief Executive Officer and sent to the appropriate departmental authorities. Where necessary, deputations on foreign service terms may also be considered if such deputation is considered essential in the interest of work. It may, however, be understood that powers of disciplinary control over such Officers, including suspension and removal from service, will vest with the respective departments and not with the Zilla Parishads. It should also be understood that the departments concerned should not transfer these Officers to other places or withdraw them from the Zilla Parishads without considering the convenience of the Zilla Parishads. They should also be placed at the disposal of the Zilla Parishads for a reasonable period of time to enable them to make worthwhile contributions to the development programmes sponsored by the Zilla Parishads.

## **III. Technical and Administrative Supervision by Government Departments**

It has been made clear that as long as Government Officers are placed at the disposal of the Zilla Parishads, they should work under the administrative supervision of the Zilla Parishads through their Chief Executive

Officers. Their superior departmental officers, however, should give all necessary technical guidance to them and may also issue necessary instructions in this regard to them under intimation to the Zilla Parishads. Where technical vetting of schemes is necessary, the superior departmental officers will scrutinise schemes and communicate the necessary technical approval to the Zilla Parishads. Reports of inspection of schemes, from the technical and other points of view, should be sent by the superior departmental officers to the Zilla Parishads. The Working Group does not envisage any great difficulty or scope of friction in such a procedure.

#### **IV. District Magistrate and Collector**

The Working Group was emphatically of the opinion that the District Magistrate and Collector was and should continue to be the principal representative of the State Government in the district and that he should not be wholly dissociated from all development functions in the district. Although it was felt that the powers and functions already conferred on the District Magistrate and Collector under the Zilla Parishad Act, 1963, and the West Bengal Panchayat Act, 1956, need not in any way be enhanced and that Government funds need not any longer be routed through the District Magistrate and Collector and that the Zilla Parishads need not be obliged to carry on correspondence with the Government through the District Magistrate and Collector, the Working Group was of the view that the District Magistrate and Collector should be kept informed of all important correspondence by the Zilla Parishad. The different Government Departments should also convey sanction of schemes and funds to the Zilla Parishads under intimation to the District Magistrate and Collector. Whenever periodical statements regarding progress of utilisation of funds and execution of development schemes are submitted by the Zilla Parishads to the respective departments and/or to the Panchayat Department, copies should be sent to the District Magistrate and Collector. The District Magistrate and Collector should retain his existing powers of inspection of Zilla Parishads and other Panchayatiraj bodies.

It has already been suggested that before drawing up the district development plan for a particular year or over a period of five years, the Zilla Parishad should convene a meeting in which the District Magistrate and Collector should be invited to participate and offer suggestions along with Officers of other Government Departments. The Working Group was of the opinion that such friendly, though indirect, association of the District Magistrate and Collector with the Zilla Parishad will be a desirable feature and would serve to establish comradely relations between Panchayatiraj bodies and the Government as a whole through their chief representative and spokesman in the district.

It has been stated earlier that there would still be many important development schemes at the district level which cannot immediately be executed by the Zilla Parishad and its affiliates. The District Magistrate and

Collector should continue to coordinate the activities of different Government Departments executing such schemes and act as the leader of a team in this respect.

#### **V. Chief Executive Officer of Zilla Parishads**

The Working Group was unanimous in the view that a suitable experienced officer of the State Government should be deputed to the Zilla Parishads to act as the Chief Executive (mentioned as "Executive Officer" in Section 28(1) of the West Bengal Zilla Parishad Act, 1963). But this Officer need not necessarily be a senior I.A.S. Officer; he could be any suitable Officer of the State Government with a fair amount of administrative experience, particularly experience of working with people in the districts and villages. It was considered desirable that such officers should have put in a minimum period of 7 years of service under the Government and/or have held charge of one Sub-division (in the case of I.A.S. or W.B.C.S. Officers). Such officers should be deputed to the Zilla Parishads for a minimum period of 2 to 3 years and should not be withdrawn without prior consultation with the Zilla Parishad. The annual Confidential Report of the Officer should be initiated by the Chairman of the Zilla Parishad and sent to the Panchayat Department through the District Magistrate and Collector. The Zilla Parishad will exercise administrative control over all staff of the Zilla Parishad, including Government officers placed at its disposal, through the Executive Officer.

#### **VI. Role of Block Development Officer**

The Working Group was of the opinion that the post of Block Development Officer in the existing set-up may be completely done away with by splitting up development functions and non-developmental and regulatory functions between two officers. The existing Block Development Officers may be deputed to the Anchalik Parishads to act as their Chief Executive Officers under the overall administrative control of the Anchalik Parishads. The Block level extension personnel, now attached to the Block Development Officer's Office, may be placed at the disposal of the Anchalik Parishads. It need not be insisted that all these extension personnel be deputed to the Anchalik Parishads on "foreign service" terms. It may be adequate to place their services at the disposal of the Anchalik Parishads and to empower the Chief Executive Officer to exercise control over them towards execution of development schemes undertaken by the Anchalik Parishad. It would appear that in some cases such officers would be required to exercise certain statutory functions delegated to them under different Acts of the Government. The officers would be expected to exercise such statutory functions under the direct control of their departmental superior officers. Thus, for instance, while the Cooperative Extension Officer of the Block may be attached to the Anchalik Parishad for promotional purposes, he would exercise his functions relating to inspection, audit and liquidation of Cooperative Societies under the direct control of the Assistant Registrar of

Cooperative Societies. The annual confidential reports on such personnel should be initiated by the Chief Executive Officer and sent to the respective superior departmental authorities. The Chief Executive Officer will work under the general superintendence of the Anchalik Parishad and also under instructions received from time to time by the Zilla Parishad through the Executive Officer. The annual confidential report on the Chief Executive Officer of the Anchalik Parishad will be initiated by the Executive Officer of the Zilla Parishad and forwarded to the Panchayat Department through the District Magistrate and Collector.

It should be clearly understood that the Chief Executive Officer of the Anchalik Parishad will have nothing to do with non-developmental functions of the district administration and should work only as an officer of the Anchalik Parishad under its general superintendence and also under the Zilla Parishad acting through its Executive Officer. Other miscellaneous functions, hitherto entrusted to the Block Development Officers by the District Magistrate and Collector, *viz.*, miscellaneous enquiries, emergency relief, disbursement of loans, issue of levy orders on producers of foodgrains, election work, etc., should henceforth be looked after by Circle Officers who should work under the direct control of Sub-Divisional Officers and the District Magistrate and Collector.

The Working Group was generally of the view that more and more agricultural development schemes at the block level should be entrusted for planning and execution to the Anchalik Parishad. It was however felt that certain activities of the Agriculture Department, hitherto looked after by the Block Development Officers, may have to be dealt with directly by the Agriculture Department and not by the Anchalik Parishad, *viz.*, management of seed farms and stores, maintenance of deep tubewells, operation of river water pump sets, etc. It may be necessary to retain some staff at the Anchalik Parishad level under the direct control of the District Agricultural Officer and other Officers of the Agriculture Department. The Agriculture Department should effect the necessary reorganisation of staff to attend to these schemes.

## **VII. Placing and utilisation of funds**

The Working Group felt that after specific schemes are sanctioned by the respective departments, funds for the same should be placed at the disposal of the Zilla Parishads under intimation to the Panchayat Department and to the District Magistrate and Collector. Funds need not be routed through any intermediary. Funds meant for development schemes to be executed by Anchalik Parishads, Anchal Panchayats and Gram Panchayats, should be routed through the Zilla Parishads. The Zilla Parishads would be expected to submit periodical statements showing progress and utilisation of funds to the respective sanctioning departments, as and when required, under intimation to the Panchayat Department and to the District Magistrate and Collector. The audit of accounts of Zilla Parishads

and other affiliated institutions may be conducted by the Accountant-General's audit-staff for local bodies.

The Working Group was of the opinion that funds, placed at the disposal of any Zilla Parishad and its affiliates and intended to be fully utilised within the financial year, should ordinarily lapse if the Zilla Parishad was not in a position to utilise the same within the stipulated period. It would however be within the competence of Government to permit the Zilla Parishad and other bodies to carry over such unutilised funds for utilisation in the following financial year or to reallocate the lapsed amount subsequently if the Government are satisfied that the funds could not be utilised by the Zilla Parishad and by its affiliated bodies within the stipulated period for cogent reasons. The State Government in various Departments would also be free to allocate such unutilised funds to other Zilla Parishads after duly considering the explanation offered by the defaulting Zilla Parishad.

In the event of any development scheme remaining unexecuted by the Zilla Parishad for any lapses on its part, the State Government would be free to have them executed directly by the staff of the Zilla Parishad or otherwise in public interest, the necessary expenditure being debited to the account of the Zilla Parishad.

### **VIII. Role of Commissioners of Divisions**

The Working Group did not think that the Commissioners of Divisions should be burdened with any further responsibilities relating to Zilla Parishads and Panchayatiraj institutions other than what functions they are required to discharge at the present moment under the West Bengal Zilla Parishad Act, 1963, and the West Bengal Panchayat Act, 1956. These functions mainly relate to inspections of Panchayatiraj Bodies.

### **IX. Revenue Administration in the District**

The Working Group was of the view that the revenue administration in the district should vest completely with the District Magistrate and Collector and that the Zilla Parishads and Panchayatiraj institutions should not for the present have anything to do with this. In his revenue work, the District Magistrate and Collector would be assisted by an Additional District Magistrate (Revenue) and his officer should control an integrated agency for collection of all kinds of Government revenue (other than commercial tax) within the district. The Sub-Divisional Officer will be a part of this agency and there should be Circle Officers in charge of areas comprising one or more blocks, according to administrative convenience in the contemplated structure of revenue administration. The present Junior Land Reforms Officers, Circle Inspectors and Tehsildars as well as the Revenue Officers and Assistant Revenue Officers (collecting loans) should work under the control of these Circle Officers in their respective areas. Instead of multiplying the number of officers, the Sub-Divisional Land Reforms Officers and the District Compensation Officers (when payment of compensation for

acquired estates is over) may be absorbed as Circle Officers. Apart from looking after revenue administration, the Circle Officers will also look after general administration, conduct miscellaneous enquiries and also act as Inspectors of Panchayats (the power is now delegated to Block Development Officers). The Panchayat Extension Officers, hitherto attached to Block Development Officers' establishment and charge with the responsibility of examining the accounts and conducting the elections of Anchal Panchayats and Gram Panchayats, should be placed under the direct control of the Circle Officer without being attached to the Anchalik Parishad like other Block level extension personnel. The Circle Officers will also process and sanction, subject to limits prescribed by the Government, loans issued by different Departments of the Government through the agency of the District Magistrate and Collector. They will remain responsible for collection of all Government loans and Government revenue within their area through the staff placed under them for this purpose.

In the matter of sanction and distribution of Government loans through the Circle Officer and through Officers of other Departments of the Government, the views and recommendations of the Zilla Parishad or Anchalik Parishad or Anchal Panchayat or Gram Panchayat, as the case may be, should be given due consideration.(\*)

The Working Group was not in favour of entrusting any revenue functions including collection of land revenue to the Panchayatiraj institutions at the present moment.

## **X. Reorganisation of Departments at the Secretariat level**

The Working Group felt that in view of the fact that local development programmes would be progressively handed over to the Zilla Parishad and other Panchayatiraj institutions, there was no further need for the continuance of the Community Development Department at the Secretariat level. Funds would be placed by the respective departments directly at the disposal of the Zilla Parishads under intimation to the Panchayat Department and the necessary personnel would also be attached to these institutions by the respective departments concerned. The Executive Officers of the Zilla Parishads and the Chief Officers of the Anchalik Parishads would be controlled by the Panchayat Department.

As regards reshuffling of other Departments at the Secretariat level, the Working Group was of the view that all Departments working in fields allied to agriculture, should endeavour to work most effectively towards the goal of the maximum agricultural development and output in the districts. Mention could be made in particular in this connection of the Departments

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\*A separate note on the procedure of distribution and recovery of loans to individuals towards agricultural, industrial and other development, containing the views of Sri R. Ghosh, Agricultural Commissioner (Member), is appended herewith. Shri Ghosh holds slightly different views than those held in this connection by other Members of the Working Group.

of Cooperation, Animal Husbandry and Veterinary Services, Fisheries and Panchayats. The Working Group did not think it that lumping of all these departments under one Secretary or Minister would be either administratively feasible or strictly necessary. Coordination of activities of these departments could be ensured through periodical meetings of Secretaries of Departments, presided over by the Chief Secretary and by the Cabinet Sub-Committee for Agricultural Production. It was, besides, always possible for the State Development Planning Board to ensure necessary coordination amongst all these departments in the interest of agricultural development. The Working Group did not rule out the desirability of amalgamation of some of these departments for better coordination but would not insist that such amalgamation was absolutely essential.

## **XI. Distribution and Realisation of Loans.**

*(Separate Note of Sri R. Ghosh, Agricultural Commissioner)*

All types of loan should normally flow through the Cooperatives. In areas where the Cooperatives are not strong or have not developed, the loan related to various development work such as Agriculture, Poultry Development, Cottage Industry etc. should be made available to the applicants by the Chief Executive Officer of the Anchalik Parishad who would be responsible for the supervision of development work through the other officers of the respective branches.

On receipt of the applications the concerned Extension Officer at the Anchalik Parishad level would be asked to enquire and submit a report to the Chief Executive Officer of the Anchalik Parishad regarding the eligibility of the applicants to the loan in the prescribed Government form.

If the allotment available under a scheme falls short of the total amount applied for by the eligible applicants, the Chief Executive Officer will submit the list of such eligible applicants before the Anchalik Parishad for determining the priority. The loan will then be sanctioned according to the priority list determined by the Anchalik Parishad and disbursed by the Chief Executive Officer.

After the loan has been disbursed, the loan bonds along with the reports would be sent to the Circle Officer for the purpose of realisation of the loan. The relevant loan register will be maintained by the Chief Executive Officer and he will see to the proper utilisation of the loan. In cases of non-utilisation and/or misuse of the loan he will forthwith take necessary steps for recovery of the outstanding loan through the Circle Officer.

If in any case it is found that a loan has been sanctioned and disbursed to an applicant on the basis of a faulty report or misleading recommendations of an Extension Officer, the Extension Officer concerned will be held responsible for the recovery of the loan advanced and suitable departmental action will be taken against him.



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## ANNEXURE I

### *Issues for consideration by the Working Group*

1. Whether all development work at the district level should be entrusted completely to the Zilla Parishads for planning and execution—Manner and procedure of achieving coordination and integration of government policies regarding planning and development of the State as a whole.
2. Whether all government officers of development departments of the State Government at the district level should be deputed to the Zilla Parishad — whether Zilla Parishad should have administrative control over them?
3. What arrangements should be made for technical and administrative supervision by superior officers of the work of Government officers deputed to the Zilla Parishad?
4. Relation of the District Magistrate and Collector with the Zilla Parishad and other Panchayati Raj institutions — whether they should be completely relieved of all development work in the district — whether should exercise any statutory powers with regard to Zilla Parishads and affiliated Panchayati Raj institutions.
5. Whether a senior I.A.S. officer should be deputed as Chief Executive Officer of the Zilla Parishad and exercise administrative control over all government officers deputed to the Zilla Parishad?
6. What should be the role of the BDO in the new set up? Who should exercise administrative control over the BDO?
7. Manner and procedure of placement of funds at the disposal of Zilla Parishads and their proper utilisation.
8. What should be the role of Commissioners of Divisions in the new set up? Should they have anything to do with Zilla Parishads and Panchayati Raj institutions?
9. What should be the structure of revenue administration in the district? Whether there should be an integrated agency for collection of all kinds of revenue and other government dues, including loans, in the district — Structure of such integrated agency. Whether Panchayati Raj institutions should be given any revenue functions.
10. Whether any charge or reshuffling of departments is considered necessary at the Secretariat level — especially in the Departments of Agriculture & Community Development Panchayats, Local Self-Government, Cooperation, Animal Husbandry, Veterinary Services, Cottage & Small-Scale Industries and Fisheries.

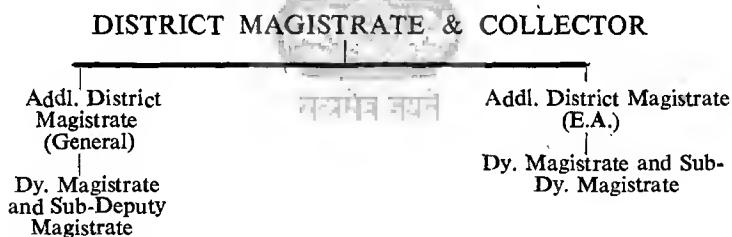
## ANNEXURE II

### *District Administration in...West Bengal*

Each district is in charge of a district officer (district magistrate & collector) who is the main link between government and the people and the *de facto* executive chief and administrator of the area under his charge. His most important duty is to keep in touch with the people in his charge, to find out and report the state of public feeling and to explain to the people the policy and programmes of government. As he is able to give advice from the local point of view, he is consulted by government regarding proposed legislation and other measures. The district officer also helps the smooth working of the administration by composing differences between officers of different departments even though they are not subordinate to him, and between officials and non-officials. As the local representative of government he is the person to whom every one in the district naturally turns.

2. The need for coordination at the district level was emphasised by the late Prime Minister on different occasions. Addressing the National Development Council on 27th October, 1964, he observed, "All too often we think of these things at the national level and the state level, while there is neglect and even confusion at the district level. The coordinating role which the district officer used to play in the past has been lost. I would suggest to all the chief ministers present here today that they should restore to the district officer, whether he is known as the collector or the deputy commissioner, the status of a coordinator of all governmental activities in the district and confer upon him the responsibility for guiding all the efforts undertaken on behalf of government, central or state.

3. The set-up of the district magistrate & collector's organisation is given below:—



#### *Branches of the Collectorate*

1. General Department

#### *Subject matters dealt with in each Department*

- (i) Executive functions of magistrate ;
- (ii) L.S.G. and municipal matters ;
- (iii) Library ;
- (iv) Stationery and forms ;
- (v) Press registration ;
- (vi) Publicity matters ;
- (vii) Matters relating to house building loans to Government servants ;

### *Branches of the Collectorate*

#### *Subject matters dealt with in each Department*

		(viii) Personal files of gazetted officers ;
		(ix) Elections in district school boards ;
		(x) Food and supplies, Kerosene ;
		(xi) Essential commodities ;
		(xii) Residuary matters.
2. Establishment Department		Establishment matters relating to non-gazetted employees (excluding 4th grade employees).
3. Treasury		Treasury and stamps.
4. Loans		(i) Agricultural loans ; (ii) Cattle purchase loans ; (iii) Fertilizer loans ; (iv) Land improvement loans.
5. Record Room		(i) Maintenance and supply of revenue records, criminal records, settlement records ; (ii) Copying of records.
6. Revenue Munshikhana		(i) Civil suits ; (ii) Probate ; (iii) Pauper cases ; (iv) Revenue appeals ; (v) Embankment matters ; (vi) Stamp duty refund cases ; (vii) Stamp impounding ; (viii) Securities of officers dealing with cash ; (ix) Cases under Revenue Recovery Act ; (x) Evacuee property matters.
7. Judicial Munshikhana		(i) Payment of D.A. & T.A. to witnesses ; (ii) Judicial accounts—realisation of criminal fines ; (iii) Criminal motions ; (iv) All matters relating to criminal cases in Sessions Court and High Court.
8. Tauzi		Compensation to ex-zamindars.
9. Certificates		(i) Certificate under P. D. R. Act ; (ii) Income Tax certificates.
10. Nazarath		(i) Process service and execution of money and distress warrants ; (ii) Establishment of 4th grade staff, viz., process servers, orderly peons and office peons ; (iii) Stores and furnitures.
11. Election		Assembly, council, parliamentary elections.
12. Estates Acquisition		(i) Management of all estates collection of revenues, settlement of haats, ferries, etc. Khasmaha ; (ii) Compensation to all intermediaries.
13. Licence		(i) Motor Vehicles license and tax collection ; (ii) Licenses under Arms Acts ;

*Branches of the Collectorate**Subject matters dealt with in each Department*

	(iii) Poisons licenses ; (iv) Cinema Licenses.
14. Excise . . . . .	Superintendent of Excise, Inspector, Sub-Inspector and Asstt. Sub-Inspectors function under the general control of the Collector who is also the Collector of Excise.
15. Passports . . . . .	Matters relating to international and Indo-Pak. Passports.
16. Citizenship Registration . . . . .	Issue of citizenship registration certificate.
17. Relief & Social Welfare . . . . .	(i) Normal Relief ; (ii) Famine Relief ; (iii) Gratuitous relief ; (iv) Test Relief ; (v) M. R. ; (vi) Old age pensions.
18. Pool Vehicles and Launch . . . . .	District pool for officers in district headquarters.
19. Political Pensions . . . . .	Matters relating to grant of pensions to political sufferers.
20. Tanks Improvement . . . . .	Re-excavation of derelict tanks.
21. Fisheries . . . . .	Acquisition and requisition of fisheries.
22. Refugee, Relief & Rehabilitation . . . . .	Rehabilitation of refugees.
23. Tribal Welfare . . . . .	Matters relating to welfare of tribal and backward classes.
24. Civil Defence . . . . .	Matters relating to civil defence.
25. Land Acquisition . . . . .	Cases relating to acquisition of lands.
26. Development . . . . .	(i) Matters relating to development blocks development schemes, local development, low income group housing schemes ; (ii) Rural water supply—location of sites ; (iii) Health centres ; (iv) Family planning.
27. Panchayats . . . . .	All matters relating to zilla parishads, anchalik parishads, anchal panchayats and gram panchayats including panchayat elections.
28. Confidential Section . . . . .	(i) Confidential and secret matters ; (ii) District minority board ; (iii) Verification rolls.
29. Information & Public Relations . . . . .	Under the administrative control of the Information and Public Relations Department.

4. In this State, originally the District Magistrate and Collector was placed in direct charge of development activities in the district and was given the position of the coordinator of the activities of the various Departments in the district. With the expansion of development activities during the succeeding five year plans, the work load on the district magistrate became too heavy, and it became necessary to

separate development activities from those of law and order and of the functions of the district magistrate. The need for separation of these activities and also their decentralisation was keenly felt. The West Bengal Panchayat Act enacted in 1957 for establishing organisations of panchayats at the village and anchal levels, and the Zilla Parishads Act was enacted in 1963. The process of establishment of the panchayat raj institutions and zila parishads all over the state was completed in the latter part of 1964. A Department of Panchayats headed by a Secretary was created. Under the Department there is a Directorate of Panchayats headed by a Director of Panchayats with deputy directors and assistant directors and regional assistant directors.

5. The Collector is not a member of the zila parishad. Although he is not directly involved, he has been vested with powers of supervision and direct control, *viz.*,

- (i) Call for documents of zila and anchalik parishads for inspection.
- (ii) Inspection of office of zila and anchalik Parishads, etc.
- (iii) To act as channel of communication between government and zila parishad and anchalik parishad regarding resources, grants, allotments, etc.
- (iv) Loss of money by embezzlement, theft, etc. to be reported to him.
- (v) Funds to be lodged with the collector and kept in treasury.
- (vi) Funds may be spent for special purpose, if approved by him.
- (vii) District magistrate is authorised to issue general or special directions to zila parishads in respect of relief and social welfare measures.
- (viii) Report by zila parishads to Accountant General, West Bengal—Action taken on audit reports to be routed through district magistrates.
- (ix) District magistrate is to call meeting for oath-taking of members of zila parishad and election of chairman and vice-chairman.
- (x) District magistrate is to publish the names of Chairman, vice-chairman and members in the official gazette.
- (xi) District magistrate is the prescribed authority for receiving intimation of requisitioned meeting in certain cases.
- (xii) District magistrate is to call meeting of the zila parishad for election of members of standing committees.
- (xiii) District magistrate is to appoint returning officers for election of adhyakasas as members of zila parishad.
- (xiv) President, vice-president or members of anchalik parishads are required to notify their intentions to resign to the district magistrate.
- (xv) District magistrate is the authority to accord sanction for acquisition of land for anchalik parishads.
- (xvi) District magistrate may suspend or cancel any resolution, order, license or permission granted by anchal and gram panchayat, if such orders, etc. are not in accord with the law or in excess of their powers.
- (xvii) District magistrate may remove by order any adhyakas or upadhakya or pradhan or up-pradhan.

- (xviii) District magistrate may direct that the duties and functions of superseded gram or anchal panchayat may be discharged by an authority to be appointed by him.
- (xix) District magistrate is the authority to approve the names of the elected members of nyaya panchayat.
- (xx) District magistrate is the authority to remove from office a member of gram or anchal panchayat under certain circumstances.
- (xxi) District magistrate is the authority to appoint administrators.

6. The organisation of the block administration is as follows. The B.D.O. is in charge of the community development programme in the block and has the following staff under him:—

- One joint block development officer.
- One sub-assistant engineer.
- One progress assistant.
- A number of gram sevakas and gram sevikas.
- Other office staff.

The B.D.O. has the following team on extension officers of the different nation building departments for assisting him in the executive of the development programmes in the block.

1. Extension officer, agriculture.
2. Agricultural demonstrator.
3. Extension officer, cooperation.
4. Extension officer, panchayats.
5. Social education organiser.
6. Mukhya sevika.
7. Veterinary assistant surgeon.
8. Veterinary field assistant.
9. Extension officer, industries.
10. Extension officer, fisheries.

Apart from being an officer in charge of implementation of the community development programme in the Block, the B.D.O. has the following functions:—

- (i) Chief executive officer of anchalik parishad.
- (ii) Ex-officio inspector of panchayats.
- (iii) Ex-officio circle officer and representative of the collector (through the S.D.O.) at the block level.

Although the B.D.O. is principally an officer of the community development department, he has been saddled with multifarious work of miscellaneous nature, e.g., miscellaneous enquiries, disbursement of loans, relief work, distribution of foodgrains and essential commodities, etc. All this work has been very heavy.

# DOCUMENT NO. VI

**REPORT OF THE STUDY ON  
PUBLIC GRIEVANCES AND DISTRICT  
ADMINISTRATION**

नागरिक संघर्ष



सत्यमेव जयते

## PREFACE

It is generally said that the administrative machinery in India has not been able to render efficient and timely services to the people and because of poverty, lack of education and ignorance the villagers are the worst sufferers at the hands of the bureaucracy. But hardly any scientific study appears to have been made to assess the nature and extent of the grievances of the villagers. Since a majority of our population lives in villages, it is important that efforts should be made to find out the specific difficulties experienced by them to be able to suggest remedial measures to ameliorate their condition. The present study was designed to fulfil this need.

I am grateful to Sri K. Hanumanthaiya, member, Administrative Reforms Commission, for inviting me to conduct this investigation. In fact the study was designed in the light of my discussions with him during which I took full advantage of his administrative experience and clear understanding of the problems we are facing at present. However, for any shortcomings and the views expressed, the responsibility is entirely mine.

I must thank Shri R. N. Chopra, Deputy Secretary, without whose prompt attention to my various requests, it could not have been possible to complete the work within the limited time at my disposal.

My thanks are also due to the villagers, who after overcoming their preliminary hesitation tried to give a very clear picture of their difficulties. I am happy that on the eve of my departure for London, I could get an opportunity to revive my contacts with rural India. The contribution of the officials was no less valuable as the analysis of the data showed that they too had approached the task with gravity and a sense of responsibility. Many of them frankly admitted some of the shortcomings of the administrative set up and gave valuable suggestions for improvement.

Shri D. C. Johri and Shri R. K. Dhawan helped me with the collection of the data at great personal inconvenience involved in travelling in the rural areas where communications were generally poor. I must thank them also.

If the present study succeeds in illuminating any dark spot in our administrative set up, I shall deem my efforts to have been amply rewarded.

London,

Sd/-

October, 1966.

(S. L. CHOPRA)



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## INTRODUCTION

The guiding principle of any good system of administration should be the security and welfare of the citizens for whom it exists. But it is generally felt that the system as evolved in India has not been able to realise this ideal. Apart from being uneconomical, it has not been able to render efficient and timely services to the people. The higher officials seldom exercise proper control and supervision over their departments. Instead of using their talents to give an inspiring lead to the subordinate staff, they prefer to depend upon them for all the work and very few contribute anything beyond their signatures. It is often alleged that there is wide-spread corruption and nepotism. Those who cannot have access to the various functionaries find it rather difficult to have their work done.

There should be nothing sacrosanct about any particular form of administrative organisation. If we feel that the present set up is not able to deliver goods, we should not irrationally stick to it. With open minds we should try new experiments to remedy the defects. However, such experiments should be carefully planned and the changes should be introduced on the basis of scientific study of various problems, otherwise there can be the possibility of our making mistakes like Mohd. Tughlaq who with all the good intentions brought misery to the people. Hence the need for carefully planned research and objective estimate of the situation before any changes are introduced.

District administration provides the principal points of contact between the citizens and the process of government. It relates to the management of public affairs within a territory marked off for the purpose. It includes all the agencies of government, the individual officials and functionaries, public servants including many who are not government servants as such e.g. the officebearers of panchayats, panchayat samitis, zila parishads and municipal corporations. People come in contact with these functionaries to satisfy various needs. Efficiency depends upon how courteously they are received and how promptly their legitimate needs are met. But in India there is a general feeling that the administration has not been able to render efficient and timely services.

India is primarily an agricultural country and a vast majority of its population lives in villages. Of late there has been some awakening and political consciousness among the villagers, but it cannot be denied that

even now the villagers are comparatively poor, less educated and more ignorant. Therefore, it should not be surprising if they experience greater difficulties while contacting various agencies of government. But no effort appears to have been made so far to approach them for an objective assessment of their degree of satisfaction with the administrative set up and the specific difficulties that they have to encounter when they approach different agencies of government. The present study was designed to fulfill this need.

### RESEARCH DESIGN

To have an idea about their difficulties, 203 villagers were randomly selected from 8 villages (2 each from the four tehsils of a district in Uttar Pradesh). Data were collected with the help of personal interviews and the views of the respondents were recorded in interview schedules specially designed for the purpose.

Thereafter 103 randomly selected officials working at different levels in various departments were interviewed. Their views regarding the genuineness of the villagers' grievances were ascertained and they were asked to suggest ways and means for the elimination of such grievances. Their views were also recorded in the interview schedules designed for the purpose.

Research in this area, however, is not as simple as it may appear to be. Some of the respondents, both villagers and the officials showed some initial hesitation in expressing their opinions freely and frankly. This hesitation was natural. The villagers were afraid that frank expression of grievances may annoy the functionaries concerned and there may be victimization in future. Officials had the fear that admission of the shortcomings of administration may amount to admission of their own inefficiency. However, by explaining the purpose of the enquiry, by giving them the assurance that their views will be kept strictly confidential and by allowing them the option not to disclose their identity, it could be possible to establish the rapport and when once they could overcome their initial hesitation, it was not difficult to get their frank and honest views. Analysis of the data shows that both the villagers and the officials did approach the problem seriously and gave their views without any reservation.

### RESULTS

First of all the respondents were asked to state their degree of satisfaction with the general working of administrative machinery and it was observed that only 14 per cent of them were satisfied while 38 per cent were dissatisfied and 48 per cent were highly dissatisfied. Some of the specific

reasons for their dissatisfactions as observed during the present study are given below :—

### (1) Unhelpful attitude of officials

Perhaps the most important reason for the dissatisfaction was the unsympathetic attitude of the government servants as is obvious from the following table :—

TABLE 1—*Villagers' (N-203) views regarding the general attitude of officials :*

Statement	Villagers agreeing with it	
	No.	%
1. Officials are haughty	177	87
2. They show little concern for people	169	83
3. They do not pay proper attention	166	82
4. They are discourteous	165	81
5. Their attitude is often obstructive	32	16

When asked to give their opinion about the genuineness of these grievances a large majority of the officials emphatically denied that they were rude, indifferent, unsympathetic or inattentive. Their percentages denying the various allegations were :

TABLE 2—*Officials' (N-103) view regarding their general attitude towards People :*

Statement	Officials expressing agreement	
	No.	%
1. Officials are not rude	87	84
2. They are not indifferent to peoples' welfare	76	74
3. They are not unsympathetic	75	73
4. They are not inattentive	74	72

Comparison of the figures in table 2 with those in table 1 shows that whereas a majority of the officials considered their attitude to be satisfactory, an overwhelming majority of the villagers were not satisfied with it. Administration is a long and pompous word, but it has a very humble origin, for it means to care for or to look after the people. Administrator is a servant and not a master and if those whom he is supposed to serve think that his attitude needs improvement, we shall have to give greater weightage to the opinion of the villagers. There appears to be considerable truth in their feeling that many of the higher officials still suffer from superiority complex and try to maintain their aloofness while the lower functionaries very often behave in a discourteous manner. This leads to dissatisfaction among people who have been expecting a change in their attitude after the attainment of independence. Government servants should realize that they are very often called upon to carry out complicated schemes affecting individual activities of people and if they are to function successfully, they must be able to win over public confidence and support. Their art can thrive only in an atmosphere of mutual understanding and goodwill. It is, therefore,

necessary that they should try to be more courteous, polite and sympathetic in their dealings with the people.

### (2) Delays

As many as 50 per cent of the respondents reported that they could seldom get their work done within reasonable time. For petty things they were made to run from one functionary to another. Quite often by the time their applications were finally granted they had satisfied their need through some other means. When asked to comment on it, as many as 68 per cent of the officials agreed that timely services were not being provided to the people. Some of the reasons for the delays as given by the officials were :

TABLE 3—*Officials' (N.103) views regarding reasons for the delays :*

Reason	Officials giving the reason No.	Reason %
1. Overwork . . . . .	97	94
2. Routine procedure requiring passing of papers through many hands.	86	83
3. Inefficiency . . . . .	28	27

The above figures indicate that a vast majority of the officials thought that the delays were due to rush of work and the routine procedures requiring passing of the papers through many hands before a decision can be taken. In this process, small delays at each successive stage sometime result in considerable delay in the ultimate disposal of the papers. The remedies suggested were increase in the strength of staff and simplification of the routine. The need for the latter can hardly be over-emphasised, but the first suggestion needs careful examination. It cannot be denied that in a social welfare state the activities of the government are always expanding and consequently the volume of work steadily goes on increasing. This results in the need for more staff to cope with the increasing work load. However, in the interests of economy it will be better if before making any additions to the present staff, efforts are made to have an accurate estimate of the volume of work in different departments. The difficulty here will be that the different departments will try to find proper justification for their present strength and may even be able to give convincing reasons for raising their present strength. Perhaps the only way to solve this problem is to appeal to the government servant's sense of patriotism. The need for economy should be brought home to them and they should be asked to make an honest and accurate estimate of the work in their departments and if in any department the volume of work is not sufficient to keep all the personnel fully occupied, the surplus staff should be transferred to the departments where the volume of work may have really increased.

### (3) Inefficiency

An interesting factor brought to light by the present investigation was that 27 per cent of the officials thought that sometime the delays were due

to inefficiency on the part of various functionaries. A majority of these, however, comprised of senior officials who felt that of late there has been gradual decline in the efficiency of subordinate staff. According to officials' views some of the general factors which tended to lower the efficiency of the government servants were :

TABLE 4—*Factors tending to lower the efficiency of government servants :*

Factor	Officials suggesting the factor	
	No.	%
1. Lack of incentives for good work	86	83
2. Faulty methods of promotion	80	78
3. Lack of adequate training	72	70
4. Lack of supervision by higher officials	57	55
5. Faulty methods of recruitment	55	53
6. Inadequate education	40	39

The above figures show that comparatively lower percentage of the respondents thought that inefficiency among the government servants was due to lesser education. In fact when judged by their degrees or years of schooling the new entrants perhaps possess much higher education. The real problem arises from the lack of adequate training for certain specialised types of work. It may be better if the candidates selected are given short term courses to make them acquainted with the special requirements of the jobs before actually putting them to such jobs. The present author had once enquired about the value of postal stamp to be affixed on a cover to be sent to the States, at the enquiries counter of a relatively higher post office, but could not get the required information. Obviously it is no use posting such persons at the enquiries counter without equipping them with the requisite information. Similar cases can be found in other offices also.

The second reason, faulty methods of recruitment mainly referred to nepotism exercised while making temporary appointments in various departments. These generally provide backdoor entries to the less efficient persons who normally cannot get in through competitive examinations. Later efforts are made to have their appointments regularised through the appropriate recruiting agencies. It may be better to check such malpractices.

But perhaps the most important reason for inefficiency as brought to light by the present study was the lack of incentives for honest and hard work. In government offices, one of the most important factor for promotions is seniority of service. However, sometime junior persons supersede their seniors but is not always because of talents that do so. Many of the respondents complained that some time unjustifiable measures are employed for supersessions. The officers so superseded feel humiliated and disgusted. They become indifferent towards work. It is, therefore, necessary that such malpractices are checked and weightage is given for honest and hard work. If that is done, others may also be motivated to put in their best efforts.

#### (4) Corruption

A vast majority (87 per cent) of the villagers felt that there was widespread corruption among the officials and without bribing the officials it was no easy to get the work done. Their estimate about the percentage of corrupt officials was :

TABLE 5—*Villagers estimate about the Percentage of corrupt officials :*

Percentage of corrupt officials	Villagers holding the view No.	view %
1. Up to 25 per cent	4	2*
2. 26 to 50 per cent	7	4*
3. 51 to 75 per cent	52	30*
4. 76 per cent and above	113	64*
5. Did not express the opinion	27	13*

When asked to comment upon the accuracy of these estimates, 61 per cent of the officials thought that their views were exaggerated. However, 78 per cent did agree that corruption was there. Their estimate about the percentage of corrupt officials was :

TABLE 6—*Officials estimate about the percentage of corrupt officials :*

Percentage of the corrupt officials may be	Officials holding the view No.	view %
1. Up to 25 per cent	30	38†
2. 26 to 50 per cent	20	25†
3. 51 to 75 per cent	18	23†
4. 76 per cent and above	12	15†
5. Did not express the opinion	23	22

Among the various causes given by the officials for the prevalence of corruption were :

TABLE 7—*Officials view regarding the reasons for the prevalence of corruption :*

Reason	Officials pointing out the reason No.	Reason %
1. Low emoluments	94	91
2. Permit quota system	84	83
3. Extension of political patronage to corrupt officials	77	75
4. Lack of strict enforcement of rules	61	50
5. Collection of subscriptions for political parties	49	48

Some of the reasons need careful examination. Of late there has been considerable rise in the cost of living and it has not been possible to raise the salaries of the government servants in the same proportion. The present emoluments of the lower staff are really quite low. If it could be possible

\*These are based on the responses of 176 villagers who had expressed their opinions.

†These are based on the responses of 80 officials who had expressed their opinions

to raise their earnings adequately, probably much of the temptation for petty bribes may disappear. However, this is an important question involving broader national considerations, nevertheless it does need immediate attention.

As to the second *i.e.*, permit quota system, it cannot be denied that such restrictions do some time lead to malpractices, but in these days of scarcity it cannot be possible to do away with the restrictions. However if the system of distribution is made equitable it may be possible to reduce the evil effects of the restrictions.

The third, fourth and fifth reasons are perhaps still more important. Some of the officials stated that sometimes they were asked to persuade people to give subscriptions for political parties and the officials helping with such collections are shown special favours. This points out to the existence of vicious circle—politicians asking officials to show them or their nominees undue favours and in return helping them when they got into trouble by following corrupt practices.

#### **(5) Non-availability of essential commodities**

Many of the villagers complained that there was no systematic distribution of scarce commodities in the rural areas. They were thus forced to purchase sugar, maida, kerosene oil, cement, tyres and tubes etc., in black market. It cannot be denied that in a developing country like ours, there is genuine shortage of some of these commodities. Citizens should realise that the administrators are not magicians and in difficult times they should co-operate with them for organising a system of fair and equitable distribution of the existing stocks. But the real fault lies in the fact that the available stocks are not equitably distributed and this was particularly emphasized by the respondents in the present study. Many of them felt disgusted when they were openly discriminated against in a free and democratic country. It is a thing of common knowledge that howsoever short in supply a commodity may be, the influential people get the permits to buy it at controlled rates while the less fortunate are left with the option of buying it in the black market or doing without it. It is this type of discrimination which leads to heartburning among the people and there is certainly the need to look into the working of the Civil Supplies Department and to reorganise the system of distribution of essential commodities on a more equitable basis in the rural areas.

#### **(6) Lack of proper attention at government run agencies**

Many villagers stated that they could not get proper attention at the government run agencies such as hospitals, employment exchanges etc. They complained that they have to wait for long hours and quite often they fail to get medicines from the hospitals. The departments concerned explained

that due to the ever increasing number of persons seeking help from these agencies it was not possible to attend to all the people at once. Sometimes people have to wait for their turn. Due to shortage of funds the medicines are not always available for free distribution and in such cases the patients are advised to buy them in the market. Some of the medical officers, however, frankly admitted that at times some patients were shown special favours as regards admission to the indoor wards or distribution of medicines. The reasons for such favouritism were private practice or recommendation of some influential person. It is suggested that emoluments of the doctors working in the government hospitals may be adequately raised and they should not be allowed to have private practice. This may go a long way in checking favouritism and helping all the patients to share their attention equally.

#### **(7) Favouritism and Nepotism**

Another major grievance of the people was that under the present set up it was necessary to have some sort of influence to set the administrative machinery into action. It may be political pressure, acquaintance with the officials or some sort of illegal gratification. In the present study 73 per cent of the respondents testified to have taken some sort of help from the elected representatives of the people and 86 per cent of such persons stated that the help so taken had been fruitful.

An overwhelming majority (90 per cent) of the officials complained that they were often approached by the politicians to go out of their way to help their relatives, friends and supporters and if some officials did not oblige them, they used their influence with the ministers to get them transferred. An interesting case was cited by a senior officer who in his 27 years of service had been sent about 23 districts of the State. In another case head of a department had transferred a very junior member of the staff because of some administrative considerations. The junior member of the staff had some connections with an influential political leader, who put pressure on the officer concerned to cancel the transfer order. When the officer concerned did not yield to such pressure, he was himself transferred and the transfer order of the junior member of the staff was got cancelled by his successor.

Such transfers are in fact a very severe type of punishment as apart from considerable inconvenience in moving bag and baggage from one place to another, they often disrupt the education of the children of the officials who are thus made to suffer for the honesty and uprightness of the father. Moreover, such transfers tend to lower the efficiency also, because the officers take some time to become familiar with their colleagues, local conditions and the type of people to be dealt with. When they are shifted from place to place, they do not get adequate time to function effectively.

Various other instances of interference by the politicians in the day-to-day administration were brought to the notice of the present author. Such interference ranged from getting permits and quotas for their relatives, friends and supporters to admission in the hospitals and schools. An overwhelming majority of the officials stated that this type of unhealthy interference breeds indiscipline and leads to emergence of apathetic attitude among the officials as they start feeling that even their honest administrative decisions may be reversed.

It is, therefore, necessary to evolve a code of conduct for the politicians as well. As people's representatives their right to take up the cases of the genuinely aggrieved persons cannot be questioned. But this type of consistent interference can hardly be justified. They should better follow other recognised ways through which they can attract the attention of the government to the important issues. They may ask questions on the pertinent matters in the legislatures or may write to the minister concerned. Immediate attention should be paid to the points raised by them, but their going beyond the constitutional means and putting pressure on the officials and expecting them to do what they should not, certainly, leads to demoralisation of the officials. A perusal of the Das Commission Report shows the extent to which administration can be demoralised through such interference.

### **8. Dissatisfaction with the working of community development projects**

For speedy development in the rural areas, community development projects have been launched which cover almost every aspect of rural life. Huge sums of money are being spent on various development schemes and quite a large number of personnel have been appointed to execute these programmes. Villagers were asked to give their opinion about the impact of these programmes on the village communities. It was rather surprising that a vast majority (71 per cent) expressed the dissatisfaction with the working of these programmes and said that most of the schemes were on paper only. Some show of activity was made whenever some V.I.P. visited the area and thereafter the activities of the officials came to a standstill. They further complained that the fertilisers, seeds and loans were not equitably distributed. It was surprising to hear that large quantities of fertilisers meant for distribution through block development authorities found their way into black market. Some of the officials concerned admitted that it has not been possible to make adequate progress in certain areas, but they thought that slow rate of progress was mainly due to apathetic attitude of the people and lack of proper facilities for various functionaries of the department in rural areas. But to a great extent officials themselves are responsible for their failure to arouse popular enthusiasm. Public participation cannot be achieved by sitting in the offices and planning various schemes on paper. They should try to establish personal contacts with the villagers and seek their co-operation which is essential for the successful implementation of many of our development plans.

### (9) Dissatisfaction with panchayati raj institutions

An effort was made to have some idea about the impact of democratic decentralisation on the village communities through the introduction of panchayati raj institutions. But here again the picture was rather gloomy. 82 per cent of the villagers were not satisfied with the working of panchayats in their present form. Many of them stated that at the time of elections various malpractices were adopted. Food and liquor were sometime distributed to win over the poorer sections and sometime they were bribed to secure their votes. All sorts of promises of partiality, when elected, were made and sometimes people were even threatened of victimisation if they did not support a particular candidate. According to the respondents some of the factors kept in view by the villagers while voting for a candidate were :

TABLE 8—*Factors in view by villagers while casting their votes*

Factor :	No.	%
1. Kinship	148	73
2. Caste	143	70
3. Friendship	138	68
4. Wealth	139	68
5. Influence with officials	138	68
6. Services rendered to community	63	31
7. Personal virtues	27	13
8. Education	10	5
9. Age	8	4



It is obvious that panchayat members elected on such narrow considerations cannot be expected to function in a just manner. There were several complaints about the partisan manner in which the panchayat land in some of the villages are injudiciously distributed among the supporters of the ruling clique. In majority of the villages visited for the present ex-zamindars had become the pradhans and there was hardly any evidence of the emergence of popular leadership of the right type. An overwhelming majority of the villagers stated that instead of doing any good to the village communities, the working of panchayats in their present form has intensified factionalism and has led to increase in crime and litigation. They cited several instances of serious quarrels at the time of elections where police had to be called to restore law and order. There were cases where even murders had been committed because of the enmities endangered during the election.

### (10) Need for an independent agency to look into people's grievances

In the end the respondents were asked to state if they had ever tried to lodge a complaint when they were asked to give bribes or when their

legitimate needs were not fulfilled. It was observed that they were so disgusted with the administration that even when 190 out of the 203 villagers in the present sample had some specific grievance or the other, only 30 had lodged any complaint. Many of the rest did not know how and where to lodge a complaint and those who knew the procedure believed that since no action is taken on complaints, it only involves wastage of time and money in going to the tehsil or district headquarters for this purpose. Some of them were even afraid that it may result in victimisation at the hands of the officials concerned. There were reasons for such feelings as out of the 30 who had lodged complaints, 21 (70 per cent) did not even receive any acknowledgement. In another 5 cases though the complaint had been acknowledged no action was taken for a long time. Only in four cases satisfactory action was taken and two of these four complaints admitted to have used their personal influence to get a favourable decision from the higher officials.

This showed the ineffectiveness of the remedial measures which at present exist for redressing the grievances of people. It was interesting to observe that 62 per cent of the officials thought that even the vigilance department has not been successful in checking corruption. They thought that it did not have adequate powers and independence to function effectively. A few of them went to the extent of doubting the integrity of the personnel of the department and thought that it had become another source of harassment for the officials.

Under these circumstances it appears necessary to have a really independent agency to listen to and redress the grievances of the people. 75 per cent of the officials were also in favour of setting up such an agency. But nearly all of them laid stress on such an agency being really independent. The rest were afraid that the moral climate in the country was such that it may not be possible to find men of integrity who may be able to act really independently. It cannot be denied that there is need for moral training to improve the present atmosphere in the country, but the experiment with an independent agency appears to be worth a trial. Much can be achieved through its proper functioning and if deterrent punishments are awarded to the guilty irrespective of the power and status they may be holding it may prove an effective check on corruption and may go a long way in restoring public confidence in the administrative set up.

### SUMMARY AND SUGGESTIONS

The present study was conducted in one of the districts of Uttar Pradesh. Data regarding villagers' grievances against the administration were collected with the help of personal interviews with 203 villagers randomly selected from 8 villages in the district. Then 103 randomly selected officials working at different levels in various departments were asked to comment upon the genuineness of the grievances and suggest measures to eliminate them.

It was observed that a large majority of the villagers were not happy with the general attitude of the officials whom they described as haughty, inattentive, discourteous and sometimes deliberately obstructive. Officials, however, denied these allegations. But it appears to be better to impress upon them to be more polite and sympathetic to win over the confidence of people whom they are supposed to serve.

There were numerous complaints about delays and a majority of the officials also agreed that because of certain limitations, it was not always possible to render efficient and timely services. To cut down the delays the routine procedures should be simplified and wherever possible adequate powers should be delegated to lower officials. Volume of work in various departments should be scientifically assessed and the strength of the staff should be correlated with the volume of work. To raise the level of efficiency among the government servants incentives should be provided for honest, efficient and hard work. Promotions should be linked with efficiency in addition to seniority. Where necessary new entrants should be given short term courses to make them familiar with the specific requirement of different departments. Higher officers should exercise closer supervision over the work of their subordinates.

There were complaints about widespread corruption among the officials and a majority of the officials also agreed that it was there. Perhaps the most important way to check it will be to import moral training to people including officials and thus to create an atmosphere where cleaner administration may be possible. By raising the emoluments of the low paid government servants it may be possible to help them to overcome the temptation to extort petty bribes. If it could be possible to set up an independent agency to look into and redress people's grievances it may go a long way to check corruption.

Many villagers complained about the non-availability of certain essential commodities such as sugar, kerosene oil, cement and tyres and tubes etc. at the controlled prices. It is suggested that special attention should be paid to the organisation of a more equitable system of distribution of such commodities in the rural areas.

There were some complaints about lack of proper attention at the government run agencies such as hospitals and dispensaries and the non-availability of medicines. Some villagers complained that they were often kept waiting while other patients were attended to. This type of favouritism results from private practice. It is, therefore, suggested that the doctors working in government dispensaries should not be allowed to have private practice. But if that is to be done, they will have to be paid adequate emoluments. It is suggested that the whole question may be looked into carefully before the formulation of a general policy in this respect.

The villagers in general were not satisfied with the working of community development projects. They thought the money is being wasted on different schemes which do not have any practical utility. Officials on the other hand attributed the slowness of the progress to lack of enthusiasm among the villagers. It is suggested that the personnel working on the different development projects should try to establish personal contacts with the villagers. They should try to winover their confidence and should make every possible effort to secure people's participation which is necessary for the implementation of any development schemes.

People were not satisfied with the working of panchayati raj institutions in their present form. There were hardly any signs of the emergence of popular leadership of the right type. Village elections were influenced by narrow considerations as such as kinship, caste, wealth, influence with the officials etc. and the elected representatives often behaved in a partisan manner. This shows that our various programmes of social education have not been successful in training villagers in the art of citizenship in a democracy. It is, therefore, necessary that more intensive efforts should be made to impress upon them the need to think, reason and look at the things objectively before framing their judgments and taking the important decision of casting their vote for a particular candidate. If democracy is to function effectively, they should be able to rise above such narrow feelings at the time of elections and if elected should be able to take decisions in the larger interests of the village community.

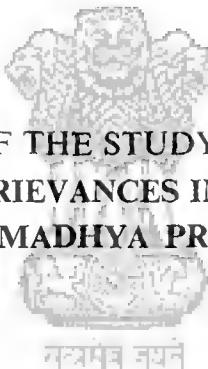
Lastly there were several complaints about the politicians approaching the officials and putting pressure on them to bestow favours on their relatives, friends and supporters. This demoralises the officials and it is necessary that efforts should be made to check this type of unhealthy interference with the day-to-day working of the administration.



सत्यमेव जयते

# DOCUMENT NO VII

REPORT OF THE STUDY OF  
PUBLIC GRIEVANCES IN A  
DISTRICT OF MADHYA PRADESH



by :

Dr. A. AVASTHI,  
*Professor of Political Science;*

Dr. B. R. PUROHIT,  
*Assistant Professor of Political Science;*

Shri M. Z. KHAN,  
*Criminology Department;*

UNIVERSITY OF SAUGAR



सत्यमेव जयते

## A C K N O W L E D G E M E N T

A study of this kind has to fall back upon assistance and cooperation of several persons. We are deeply indebted to all those officers and officials working at district and tehsil headquarters, and also to the members of the public who have extended valuable help in making this study possible. We owe a debt of gratitude to Dr. Ishwardas, Collector, Sagar, who took a personal interest in, and was in a way associated with, the project from the very beginning to the last. We are also grateful to Shri S. J. Naidu, Registrar, University of Saugar, Sagar, who readily gave us the benefit of his rich administrative experience.

## AUTHORS

*A. Avasthi*

*B. R. Purohit*

*M. Z. Khan*





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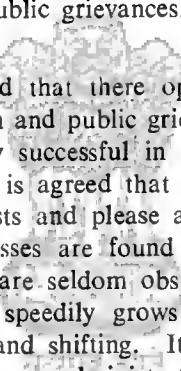


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## I. INTRODUCTION

The problem of public grievance in a welfare state has but to generate instant governmental concern. An administration designed for the good of the people has to take cognizance of even minimal public dissatisfaction regarding its nature and direction of working. An administrative apparatus that slumbers, oblivious to disquieting public reactions, would not survive for long.

In fact, public administration originates with public needs and must ultimately turn to them for validation of its efficacy. In a particular area of public need, facing lack of direction and disharmony, public dissatisfaction forces the formulation of a new policy, which in turn affects the creation of the administrative set-up. It is thus the vital task of the administrative organization to cause conditions in which public needs in the given area are fulfilled with harmony and to the best of satisfaction of the governed. How far the administration has been successful and effective in attaining the mandatory goals would be, in a way, determined by the receding nature and quantum of public grievances.



It can hardly be gainsaid that there operates an inverse relationship between a good administration and public grievance. A sound administrative apparatus would be generally successful in keeping the amount of public grievance to a minimum. It is agreed that administrative decisions would not satisfy everybody's interests and please all. However unambiguous and uniform, administrative processes are found to contain the feelings of an aggrieved individual. These are seldom observed mounting to any dimensions. A negative situation speedily grows up only when administrative processes are found unclear and shifting. It may attain even an alarming complexion when, for instance, administrative decisions get increasingly strewn with unscrupulous and injudicious ingredients. Any rising incidence of public grievance in administration should, in the interest of good administration and in the larger interest of society, be given due consideration as to its genesis and possible salvaging measures.

In a democracy it is well-nigh impossible to overestimate the gravity of public grievance. The Common man identifies the character and form of government with the administration he has to put up with. The Common man, from office, factory or farm, possesses relatively a limited socio-political perception. He does not have a vision of the long-term improved conditions. He cannot for long mitigate his frustrations in the larger national interests. An administration which tends to be biased, unclean, thwarting, shifting and unpredictable as to its processes and procedures, not only gives

rise to mounting public grievance but also grossly undermines the faith of the common man in the government. These are some of the considerations which impel us to have an incisive look into the patterns of public grievance.

At the instance of the Administrative Reforms Commission, Government of India, it was considered worth-while to assess the nature of public grievance in the district administration of Sagar, though in a limited manner. As stated, the study was sponsored and financed by the ARC. The latter were pressed for time and looked for the report to be submitted at the earliest. The work on the project started on the 10th of September and the report was to be ready by the 25th of October, 1966. That is to say the project was launched and completed within a period of 45 days. Thus the chief limiting factor was time. Owing to a stringent time schedule, several pertinent aspects had to be passed by and others could not be given requisite attention.

The subject of public grievance in administration has been probed from various angles and in varying degrees earlier in the post-Independence period. Noteworthy among official investigations dealing with the problem are :

- (i) Report on Public Administration (1951) by A. D. Gorwala ;
- (ii) Public Administration in India (1953) by Paul H. Appleby;
- (iii) Santhanam Committee Report on Prevention of Corruption (1964) ; and
- (iv) Mukerji Committee Report on Corruption in subordinate courts in U.P. (1965).

The present study attempts a broader and deeper view of public grievance (of which corruption is but one aspect) in the area of district administration. To this end, considerable emphasis has been laid upon the administrative practices and procedures which play a more or less decisive role in giving rise to public grievance.

The term public grievance for the purpose of study is taken to describe public dissatisfaction, expressed or unexpressed, in respect to action or inaction by public servants, not necessarily adhering to the letter and spirit of the prescribed official functions. Thus, the term as employed here precludes all those instances which crop up as a consequence of malafide individual dissatisfaction or complaints.

In the District of Sagar there function, also, Central Government and Judicial departments. These have not been taken up because of their relatively independent functioning. Apart from these precluded departments

operative in the district, there are vertical, scalar and lateral departments numbering 25 or so. Among these are specialized departments such as police, public health, public works and the like. All of these departments in one manner or the other are linked with the office of the Collector. In some departments the Collector exercises administrative or functional control or both of these. There are also some departments where the Collector restricts his functions to serving on advisory or regulatory bodies/committees. The coordination of the activities of these multi-directional departments, however, remains, the vital concern of the office of the Collector. Again, under special circumstances the Collector may activate direct intervention almost in all departments.

This must be mentioned here that it was found difficult to accommodate the aforesaid specialized departments within the scope of the present study. Similarly there is another variety of minor departments, such as, the sales-tax, jail, excise, employment exchange and the like. After a preliminary survey it was found that their bearing upon the organism of district administration was relatively low. These considerations combined with the limiting factors of the enquiry alluded to elsewhere constrained us to select specified departments for intensive probe. The present study has thus concentrated on the public grievance available in two groups of departments: revenue departments, and departments connected with planning and development. The latter group includes departments, such as, Extension, Agriculture, Cooperatives and Panchayat. Departments such as Irrigation, Minor Irrigation, Soil Conservation and Consolidation have been taken under one category, Agriculture.

### Methodology

The area of study that was taken up was Sagar administrative district with its four revenue sub-divisions. In order to accommodate all relevant shades of opinion related to the problem of public grievance diversified information sources were enlisted in the study. These included: responses of heads of the departments/sections, officials working in the administrative departments and public members actually transacting business with the departments under review. Besides, a number of individual and group discussions were held at district and sub-division headquarters. Interior villages were also tackled to gain an adequate insight into the problem.

To ascertain views of the first two groups of respondents, that is, of the heads and officials of the administrative departments, specially designed and pre-tested questionnaires were mailed. The responses of public members were recorded during independent personal interviews. As expected the response to the questionnaires had not been very encouraging—only 15% of the total number mailed were received back.

The number of questionnaires and interview schedules which have gone into statistical analysis and constitute the sample is as under : —

Questionnaires returned by the heads of the departments/sections—40.

Questionnaires returned by the officials—100.

Schedules completed during personal interviews—110.

Besides, use has been made of relevant official records, codes and manuals wherever it was deemed necessary.

All these primary and secondary data have been cross-tabulated and interpretation has been provided both in quantitative and qualitative terms.

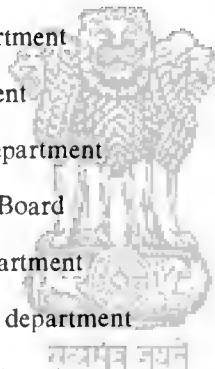


## II. ADMINISTRATIVE ORGANIZATION

### **The background**

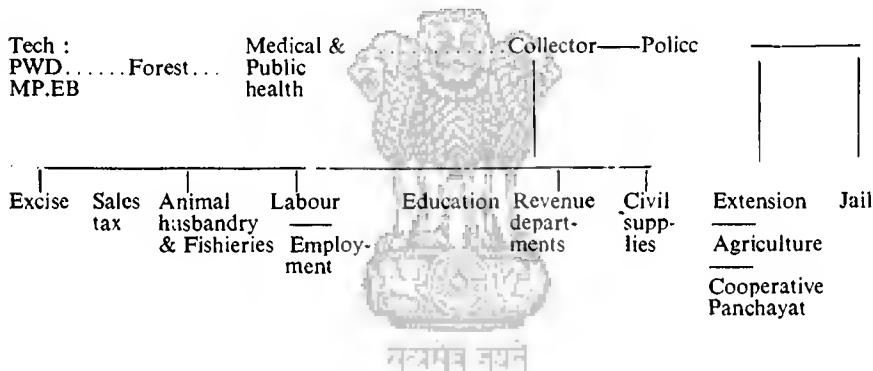
Sagar is primarily a rural and subsequently an agricultural district. Its total population is 7,96,547. The executive organization of the district predominantly incorporates the features of area administration. The administrative departments functioning under the direct control of the State government find their respective concern with the related matters within the demarcating boundaries of the district. Shouldering the task of translating policies into action, the administrative departments in the district may be enlisted as under :

1. Revenue department
2. Police department
3. Medical department
4. Education department
5. Forest department
6. Public works department
7. MP Electricity Board
8. Agriculture department
9. Soil Conservation department
10. Irrigation department
11. Minor Irrigation department
12. Consolidation department
13. Live-stock department
14. Fisheries department
15. Panchayat department
16. Cooperative department
17. Publicity department
18. Statistical department



19. Excise department
20. Sales-tax department
21. Jail department
22. Labour department
23. Employment and Training department.

In the above list, departments which have not been mentioned and are functioning in the district, include Defence Establishments, Central government departments and Judiciary. These are the governmental departments in which the role of the Collector essentially remains minimum or almost negligible. In the listed departments, however, the Collector statutorily or customarily exercises influence and control in varying degrees.



As per quantum of control that the Collector is empowered to exercise on the administrative departments, these may be grouped into three :

(a) **Revenue departments**: These are the departments working under direct administrative and functional control of the Collector. This group also includes the department of civil supplies.

(b) **Scalar departments** : These are the departments functioning under the control of district heads almost equal in rank with that of the Collector, such as, Medical and Public Health, Forest, Public Works Department and MP Electricity Board. There are also those departments which are headed by district officers lower in rank than the Collector, mostly Class Two Gazetted. These include Education, Animal Husbandry, Fisheries, Labour, Employment, Sales-tax and Excise departments. The role of the Collector in these departments goes to the extent that he serves on functionally advisory or regulatory bodies. In special circumstances however he may activate in these departments direct intervention.

(c) Lateral departments: These are the departments which function under district officers (both Class One and Class Two) with varying designations but seek close functional coordination with the office of the Collector. These include Police, Jail and Development departments. This group also covers, as stated, most of the departments responsible to implement plan policies of rural development. Agriculture, Soil Conservation, Consolidation, Irrigation, Minor Irrigation and Cooperative departments operate under the administrative control of respective district heads. Besides, an assortment of extension departments, including Panchayat at Tehsil-level and at district level, are at present administratively controlled by revenue department. To achieve functional objectives, however, all these departments work closely with Collector and therefore with the revenue departments.

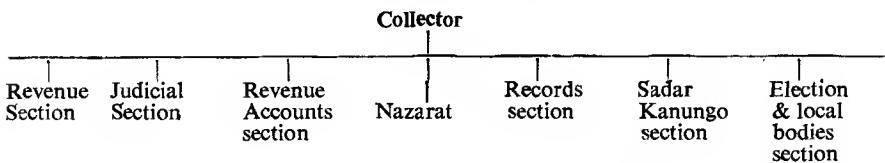
It is to point out that the activities of all these departments mentioned in three groups are to the end of effective functioning coordinated by the Collector.

As elaborated in the Introduction, the present enquiry has limited itself to looking into the Revenue departments and those departments organized basically to carry out developmental work and to improve rural economy, *viz.*, Extension, Agriculture, Cooperatives and Panchayat. It is considered desirable to delineate at some length the organizational aspects of these departments so that the successive discussion dealing with procedures and public grievances may be better understood.

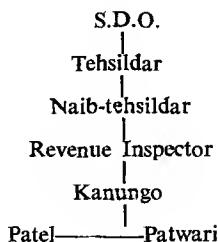
### Revenue Departments

A pyramidal complex network of sections and office headed by the Collector, these departments form the very nucleus of the district administration :

#### OFFICE ORGANISATION OF COLLECTORS



At the Tehsil level the executive organization becomes somewhat more sliding and more complex :



Beginning from the sub-divisional officer the executive line moves downward covering the Tehsildar, Naib-tehsildar, Kanungo, Revenue Inspector, Patwari and the Patel. The Patel in the revenue organization of the district occupies a semi-official status. He assists in revenue collection on commission basis.

The Sub-divisional Officer ordinarily looks after matters of judicial nature and concurrently exercises supervision and control on Tehsil administration.

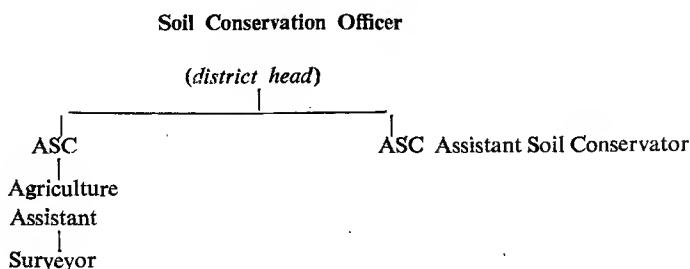
#### OFFICE ORGANISATION OF TAHSILDARS

Tehsildar						
Land record section	Recovery section	Treasury section	Naib Nazarat	Judicial section	Receipt despatch section	Misc. section

Taken as a whole, the functions of the revenue departments broadly include assessment and collection of land revenues, land administration, maintenance of land records, recovery of various revenues, taxes, levies, loans of the department itself as well as of other departments, regulations of civil supplies, prompt action in cases of calamities and a positive role in the implementation of developmental programmes. During the last decade or so the functional outlines of the revenue departments have vastly expanded.

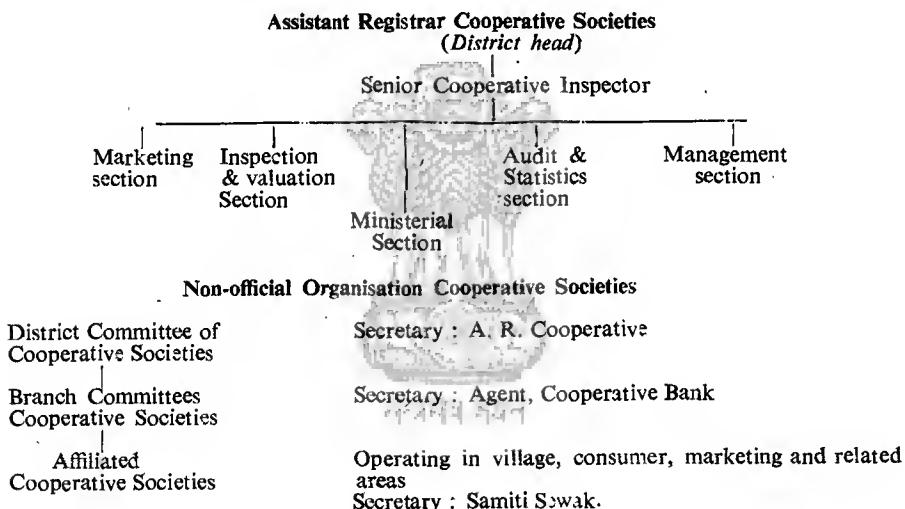
#### Development departments

Sagar being a rural district, development departments carry on their activities mostly in rural areas. These departments, let it be restated include Extension, Agriculture, Cooperatives and Panchayat. The group 'Agriculture departments' is taken to describe Agriculture, Soil-Conservation, Consolidation, Irrigation and Minor Irrigation. These departments function under the administrative control of the district heads with different designations. Some of these departments for effective functioning also have offices at Tehsil headquarters. For illustration, the administrative set-up of the Soil Conservation department may be laid down as under :



The function of this group of departments ordinarily includes the implementation of agricultural policy directed at bringing about land improvement and increased land productivity. Under various schemes these departments work independently as well as in close cooperation with farmers guiding, helping and inducing them for improved productive ways.

The Cooperative department in the district essentially incorporates the elements of partnership organization with the government. The government's role limits itself to providing a skeleton organizational set-up responsible for making available guidance and regulatory functions. Rest of the programme of activities is carried out by the public members themselves. To this may be added that the personnel cost of the skeleton staff provided by the government is ultimately adjusted against the profits made by the department. A simplified version of the organizational framework of the Cooperative department may be given as under :



The primary function of the Cooperative department is to infuse economic cooperation in a variety of fields of economic activity. The Cooperative banks, apart from financing cooperative societies are also indirectly responsible for implementing some of the provisions of Land Improvement Act.

It may be mentioned that the working of the district and branch committees and of the subsidiaries at Tehsil and village level are yet to attain desired maturity. During the course of enquiry it was found that cooperative-supervisor and, for that matter, agent of the bank played a much more over-riding role than would be normally considered healthy.

Extension and Panchayat departments after the recent abolition of the post of the Block Development Officer in the State have started functioning jointly; and, loosely come to be known together as planning departments.

Former extension blocks have been abolished or are in the brisk process of being abolished. These are presently centralized at Tehsil level. Broad administrative structure may be described as under :

Block in-charge					
Agriculture Extension	Veterinary Extension	Industrial Extension	Panchayat Social welfare Social Education	Cooperative Extension	Works section
			Ministerial office section		

Soon after the abolition of the post of the Block Development Officer, the senior most official from among the technical and non-technical staff working with the block for some time held the over-all charge of the block. But it was argued by the technical officers of the district that it was a heavy drain on the time of technical personnel of the block looking after the office chores. As a consequence, Panchayat Inspectors, non-technical personnel, are presently looking in their respective blocks after the office work with the designation of office-incharge and simultaneously some of the personnel functions are being performed by the sub-divisional officers of the revenue department. Thus, officials better in rank and pay-scale, such as, veterinary extension officer, agriculture extension officer and the like function, at least theoretically, under the subordination of an official lower in status. Expediency under such structure is, it is considered, possible but administrative control and supervision and influence have to remain at best in the background. The anomalous situation should be eliminated as soon as possible in the interest of effective administration.

Briefly, the primary concern of these departments is to implement plan objectives, that is, to work for increased social, economic and political activities in the populace in general and in the rural areas in particular.

The heads of the departments or of the sections from the two aforementioned groups of departments, included in the present sample and whose responses have gone into analysis, number 40. Collector, the subdivisional officer, the tehsildar, the block incharge, assistant registrar-cooperatives, the agent of the cooperative bank, the deputy director of agriculture, and the like have been classified as the head of the department or section because of the nature of their official responsibilities. The distribution of these respondents rankwise is as under :

Class	I	...	...	1
Class	II	...	...	9
Class	III	...	...	30

Similarly the officials from these departments whose views have been incorporated in the study number 100. The distribution of these officials rank-wise and department-wise is being given in Table I below :

TABLE I— *Showing Officials included in the sample and administrative departments*

Officials	Departments						Total %
	Revenue %	Extension %	Agriculture %	Cooperative %	Panchayat %		
<i>Field Staff</i>							
Class IV	11	08	07	04	05	35	
Class III	04	12	04	04	04	28	
<i>Office Staff</i>							
LDC	16	04	03	06	04	33	
UDC	04	..	..	..	..	04	
<b>TOTAL</b>	<b>35</b>	<b>24</b>	<b>14</b>	<b>14</b>	<b>13</b>	<b>100</b>	

The above table provides some idea about the officials whose opinions have gone into our study. In relation to public grievances, however, the rankwise distribution of the officials alone is not found sufficient. The opinion of the officials having a bearing on the dimensions of public grievances is intimately connected with the official duties they perform. It is assumed that the dependability of their opinion regarding public grievances would be greatly determined by the frequency and nature of contact they have with the public. Table II attempt to provide some information in this direction.

TABLE II— *Showing officials and public-contact position*

Officials	Direct			Indirect			Total %
	Decision %	Enquiry and on-ward transmission %	Only on-ward transmission %	Decision taking %	Only on-ward transmission %		
<i>Field Staff</i>							
Class IV	..	27	08	..	35	..	
Class III	03	21	..	02	02	28	
<i>Office Staff</i>							
LDC	..	..	21	..	12	33	
UDC	..	..	..	..	04	04	
<b>TOTAL</b>	<b>03</b>	<b>48</b>	<b>29</b>	<b>02</b>	<b>18</b>	<b>100</b>	

Upon the perusal of the above table it will be found that 80% officials have direct contact with the public. It is reasonable to presume that the responses given by the officials as to public grievances are reliable and are borne out of first hand experience.

### III. PROCEDURES AND PRACTICES

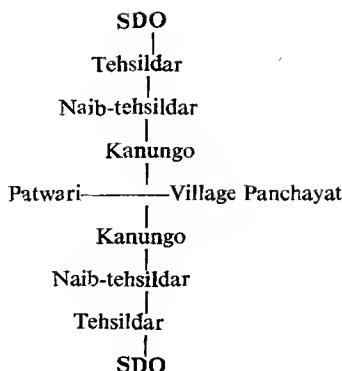
Effective functioning of any organization depends a good deal upon the character of practices and procedures adopted to fulfil the desired objectives. The significance of procedures and practices arises even more so in the case of vital public services, such as, the revenue departments and development departments. The yard stick of a good administration is that it has clearly laid down procedures. Ordinary member of the public may scarcely be expected to have a thorough understanding of the well-meaning policies designed to benefit him. He evaluates policies by the results which are brought out by office procedures. Also, a ritualized and unclear procedure would distort, even mar, the very purpose of an otherwise good policy. It is therefore befitting that a passing reference to procedures and practices in the departments under inquiry may be made. However, the discussion here is restricted to only some of the salient functional aspects of these departments.

#### **Revenue Departments**

Among numerous functions of the revenue departments described earlier, a few representative functions may be picked up.

(a) *Land allotment*.—The department allots arable but barren land to willing parties. Preference is given in allotment to the landless agricultural labour, scheduled castes and tribes, ex-defence personnel and certain other categories. Applications to this end are on prescribed proforma entertained by the sub-divisional officer or on his behalf by the tehsildar. A number of revenue officials and officers of the village-panchayat are required to scrutinize the application and endorse their remarks before the application is finally approved and the land is allotted to the applicant. The procedure adopted in respect to this service may be, in a simplified form, represented as under :

Application is presented to—

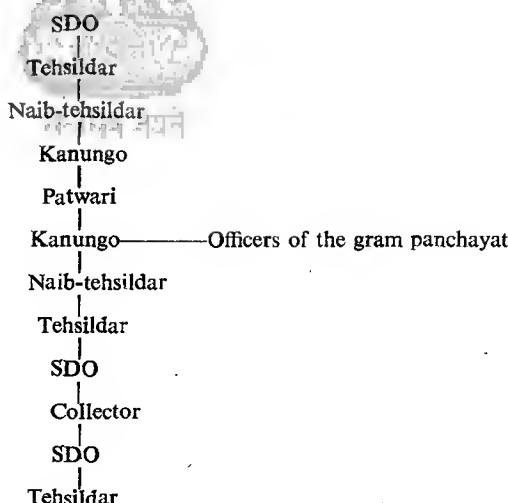


In fact, necessary relevant information comes from Patwari only. It is he who usually makes on the spot enquiry, obtains opinion of the officers of the gram panchayat if it is not already there, and reports the details. But the application is routed onward and backward through the administrative ladder involving a number of officials. As stated by the officials, during the course of inquiry, the average time taken in deciding an application for land allotment is 30 days. It should also be pointed out that there is no system in practice to inform the petitioner about the decision taken in respect to the application for the purpose; he has to call on, off and on, to know the outcome of the application.

After the decision as to allotment has been taken, the petitioner is required to deposit money with the government treasury as per assessed rates and the land is then transferred in his name. The last step in this process is that of demarcation by the tehsildar or naib-tehsildar. This process may again take anything from 7 to 30 days as per official version.

(b) *Calamity relief*.—In cases of fire, flood and the like, revenue department provides some relief to the deserving sufferer. Revenue officials such as tehsildar or naib-tehsildar may make on the spot inspection and recommend cash relief. It is also possible that the sufferer may himself apply for the relief. Taking the latter case, following is the procedure which is usually adopted in such situations :

Application is submitted to the—



For grant of such relief in all cases as per standing GOs the Collector is the appropriate authority howsoever small the amount may be. It may take, as stated by the officials, an unusually long time anything from 3 months to 6 months before the relief sought reaches in the hands of the sufferer.

(c) *Permit to fell trees*.—To prevent indiscriminate deforestation it has been made binding that green fruit bearing trees shall be felled only with official sanction. Competent authority to grant such permission at present is the Collector. Applications for this purpose may be submitted on plain paper either directly to the Collector or through the sub-divisional officer of the area. Again it is found that necessary endorsement based on the spot inquiry is by the Patwari. However a whole line of officials as described in cases earlier is involved in the procedure.

Besides, the official view in respect to this service aspect is that it is an 'unaccounted for' work and is to be rounded off only when the pressure of the routine work allows time to do so.

The average time taken in obtaining such permit as officially stated is between 2 to 3 months.

### **Development Department**

Procedural structures of the Extension and Panchayat departments are relatively simple and expeditious. With well considered delegation of authority to extension officers and panchayat inspectors, the service to the public has been made comparatively readily accessible. Nonetheless it should be pointed out that a service made available on request by the extension and panchayat department would not be taken as a substantial indication of its effective functioning. From these departments is expected a missionary zeal. A demand based on popular awakening on the country has to be created. It is observed that much has to be accomplished in the latter area by these departments. However, a few illustrative instances of procedural practices in the development departments may be taken up :

(a) *Distribution of insecticides*.—To protect crops and augment agricultural productivity, insecticides and pesticides are being increasingly introduced in the rural areas. The agriculture extension officer of the block is responsible for their effective distribution. Any cultivator desirous to procure these may contact as per present actual practice, and obtain these against cash payment should these be in stock with the department.

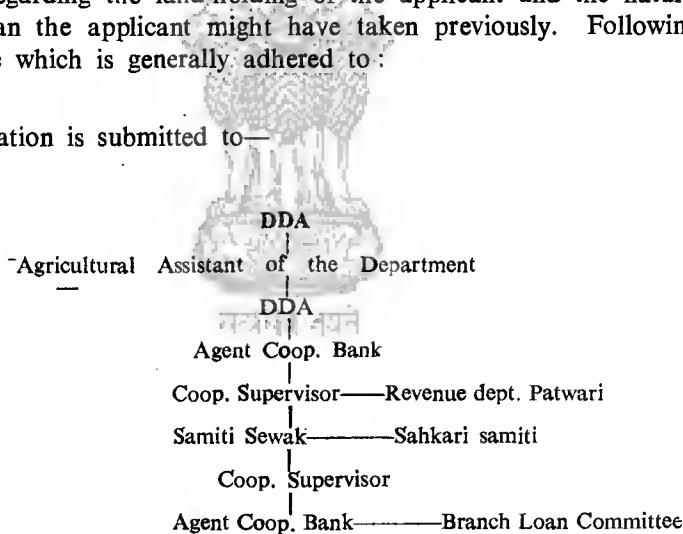
(b) *Contour bunding*.—The Soil-Conservation department of the district undertakes the work of contour bunding of the fields and farms under cultivation. The contour bunding is a technique to check soil erosion and to improve agricultural yield. Earthwork bunds are erected by or in the farms to arrest the flow of rain water through the farms.

The department implements the scheme at its own initiative or at the request of the cultivators. The work is completed on subsidy-loan basis. Should a cultivator in an area where the scheme is operational be interested in contour bunding, he may during September/October each year apply

to this effect to the soil conservation officer or to the Assistant soil conservator. The application thus received is passed on to the agricultural assistant, who with the help of Surveyor and the Patwari, makes on the spot inspection and submits reports and estimates of expenditure. The cultivator thereafter is required to execute necessary undertakings. The work then as per work load with the department may be taken up and completed in due course. The whole process may take 6 months or more.

(c) *Agricultural loans from Cooperative department.*—Under the provisions of MP Agricultural Loan Act, cultivators get loans from Cooperative department for construction or repair of irrigation wells, for purchasing persian wheel for meeting out the cost of fencing the fields and the like. Cooperative banks of the service area are given ad hoc funds for this purpose. Applications to this end are entertained by the Deputy Director, Agriculture of the district who after being satisfied with the requirement recommends the grant of loan and forwards it to the agent of the cooperative bank of the area. Apart from this, it also needs verification by the revenue department regarding the land-holding of the applicant and the nature of any other loan the applicant might have taken previously. Following is the procedure which is generally adhered to :

Application is submitted to—



When the Branch Loan Committee has approved the application, and if the government allocation of funds is in a position to accommodate the demand, the loan amount is released to the Sahkari Samiti to be granted to the applicant. The Samiti extends the loan amount after deducting 20% of the amount towards the membership and share money of the society. The cultivator pays interest at the rate of 10% which in default, which is the usual case, is raised to 12½%.

The procedure involves a time factor of two months or more.

A word may be added about the procedural practices of the Sahkari Samitis working in the district. These Samitis are found operating more by synthetic force than by any intrinsic inertia. The officials such as the samiti-sewak and the cooperative supervisor are found over playing their hand keeping the public cooperative initiative at a disastrously low level. These have no tangible system of issuing passbooks or annual accounts to the shareholder. In the transaction of business the cultivator rarely has the understanding of partnership. The cooperative organization in the district calls for immediate review and reorganization if it is to survive and be able to make any enduring impact upon the rural economy.



#### IV. GRIEVANCE PATTERN

With this background of the broad outlines of the organizational structure and procedures and practices, an attempt can now be made to critically explore the grievance pattern in the district administration of Sagar. It has not been possible to make an absolute assessment of the extent of public grievance in the district administration owing to the limitations the study has to put up with. Some idea of the extent of resulting public grievance may be had from the statement of the District Vigilance Office being given in the following Chapter and from the attitudinal rating by the public which is being given in this Chapter elsewhere. However, the discussion which follows would be found or help in the conceptual understanding of the problem.

The clarification given in the Chapter One regarding the term 'public grievance' may be restated here as well. It describes public dissatisfaction, expressed, or unexpressed in respect to action or inaction by public servants, not necessarily adhering to the spirit of enunciated official functions. The term would be found precluding *mala fide* individual grievances. Within the purview of the term such instances are covered which crop up as a consequence of procedural difficulties but which could have been circumvented by judicious action or by the use of alternative discretion.

It has been observed that there is a direct relationship between delay and public grievance. In fact, delay is a major public grievance. The maxim, 'justice delayed is justice denied', is found increasingly applicable in respect to district administration. Administrative processes taking time more than what is reasonably needed, tell heavily upon individual's confidence about administrative efficiency. Delays also lead public outlook to shift from procedure to personal effort. Needless to say that in such situations personal efforts do not always limit themselves to scrupulous and admissible ways. Finally, it is reckoned that wherever there is delay there will be occasion for public grievance though the *vice versa* may not be found true. As such, delays in the context of present study are considered an integral aspect of public grievance.

Before we proceed any further it will be relevant to examine the body of public members who transact business with the administrative departments. The inquiry brings to the fore that 76% of the public coming to the departments are illiterate, cannot read or write (see Table III). More than half of these have dealings with the revenue department. Table

III provides some idea about the occupational distribution of these visitors and the departments with which they transact business :

TABLE III—*Showing occupational distribution of the visitors to government departments*

Occupation	Departments					Total %
	Revenue %	Extension %	Agriculture %	Cooperative %	Panchayat %	
Cultivation	45	28	07	06	04	90
Agricultural labour	03	..	..	..	..	03
Others	07	..	..	..	..	07
TOTAL	55	28	07	06	04	100

Upon the perusal of the above Table it will be found that 93% of the visitors are tied to the field. The remaining 7% of the visitors are drawn from villages and have business or do some service. The visitors mostly have to do with agricultural problems with the administrative departments. This is also indicated by Table IV :

TABLE IV—*Showing occupational distribution of the visitors to departments and type of work*

Occupation	Type of work					TOTAL %
	Adjudication %	Land allotment %	Loans %	Grants-in-aid %	Permit or license %	
Cultivation	36	18	30	05	01	90
Agricultural labour	03	..	..	..	..	03
Others	07	..	..	..	..	07
TOTAL	46	18	30	05	01	100

Nearly half of the work pertains to adjudication. In land, administrative efficiency and effectiveness can be achieved when all the related officials accept the fact that their duties are basically concerned with a vital task,

viz., that of rural land administration. They would be required to undertake extensive and intensive tour of the area of their assignment. But this is not happening primarily because of two reasons: miscellaneous work in the duty schedule has vastly expanded; and the officials have grown somewhat urbanminded. As a consequence, land adjudication work has not only increased manifold but also the same goes on lingering to wearisome length of time. The other major work for which visitors come to the departments is loans. These may be in cash, or as in majority of cases, in commodities that are available from extension departments.

The visitors to administrative departments seldom transact business independently. In the presence of appalling illiteracy they need and seek some external assistance. This necessity also becomes acute in view of the fact that at present there is no effective system of public guidance or information at administrative headquarters. Nearly 60% of the visitors seek external help in contacting departments: sometimes it is through the village leader of any description or through the institution of private clerk who can always be found around departments. Table V sheds light on this aspect.

TABLE V: *Showing occupational distribution and place of intermediary on contacting Depts.*

Occupation	Intermediary			No. Interme- diary %		Total %	
	Village leader		Private clerk				
	Unpaid %	Paid %	Payment Re. 1 & below %	Between Rs. 2-5 %	Rs. 5 and above %		
Cultivation	03	06	17	19	10	35	90
Agricultural Labour	..	..	03	..	..	..	03
Others	..	..	02	02	..	03	07
TOTAL	03	06	22	21	10	38	100

It will be found that 38% of the visitors do not contact departments through any body's help. Yet another fact would be noticed that the private clerk is very much in business. This is because he knows the place, the procedure, the practice and also the persons in the departments. This fact was convincingly observed that more often than not the private clerk has been instrumental in perpetuating corrupt practices.

It may be presumed that literacy has something to do with the role of the intermediary. But the evidence does not support this contention as would be found from Table VI.

TABLE VI—*Showing educational status and the place of intermediary in contacting departments.*

Educational status	Intermediary						None %	Total %		
	Village Leader		Private Clerk							
	Unpaid %	Paid %	Payment Re. 1 & below %	Between Rs. 2-5 %	Rs. 5 & above %					
Illiterate	03	06	14	13	07	33	76			
Informal	..	..	06	03	02	..	11			
Between I-V	..	..	01	03	01	01	06			
V and above	..	..	01	02	..	04	07			
TOTAL	03	06	22	21	10	38	100			

Nor it is linked with the income group, that is, those who are well-to-do can afford the luxury of taking help of an intermediary.

TABLE VII—*Showing the income group of the visitors and the place of intermediary.*

Income	Intermediary						No intermediary %	Total %		
	Village leader		Private Clerk							
	Unpaid %	Paid %	Payment Re. 1 & below %	Between Rs. 2-5 %	Rs. 5 and above %					
Rs. 25 and below.	01	02	01	03	01	02	10			
Rs. 25-50	02	04	10	06	02	19	43			
Rs. 50-100	..	..	08	09	07	11	35			
Rs. 100-200	..	..	02	03	..	06	11			
Rs. 200 & above.	..	..	01	..	..	..	01			
TOTAL	03	06	22	21	10	38	100			

In fact, the importance of the role of the intermediary emerges from the nature of the structure and procedures of a Department. The less publicised and more complex procedures produce greater chances for the corrupt intermediary to thrive.

Next thing in the process of contacting the administrative departments is the person or to be more specific, the official who is contacted. The less-educated cultivators who form the bulk of the visitors usually approach the bottom most official irrespective of the nature of work. Table VIII points out to this fact.

TABLE VIII—*Showing educational status and the first-man of contact in the administrative departments.*

Educational Status	First-man of contact			Not stated %	Total %
	Head of dept./ section %	Appropriate official %	Bottom official %		
Illiterate	..	..	36	40	76
Informal	..	05	06	..	11
Between 1-V	01	01	03	01	06
V and above	..	01	02	04	07
TOTAL	01	07	47	45	100

Ordinarily after the first experience, specially when the work still remains pending, the visitor should grow wiser and ought to approach higher or appropriate official. However, this does not happen in actual practice. After waiting for a while that the desired work may be done, the visitor again contacts the department.

TABLE IX—*Showing educational status and second-man of contact*

Educational status	Second -man of contact				Total %
	Head of dept./ section %	Appropriate official %	Bottom official %	Not mentioned %	
Illiterate	0	06	36	34	76
Informal	0	03	08	..	11
Between I-V	01	01	03	01	06
V and above	0	0	04	03	07
TOTAL	01	10	51	38	100

It would be found that the visitors stick to the official at the lowest rung. The position of contact remains almost unchanged in the third contact.

TABLE X—*Showing educational status and third-man contact.*

Educational status	Third-man of contact				Total %
	Head of dept./section %	Appropriate official %	Bottom official %	Not mentioned %	
Illiterate	..	06	38	32	76
Informal	..	03	05	03	11
Between 1-V	02	02	01	01	06
V and above	..	..	03	04	07
TOTAL	02	11	47	40	100

The account given in the foregoing discussion leads to the conclusion that the tendency of the visitors is to contact the lowest official even when compelling work is persistently delayed. This is because of the lack of articulation and information. Also, they feel that their familiarity with the bottom official exerts a pull. Another inference which may be drawn is about the importance of the position of the Patwari, the Gram-sewak, the Samiti-sewak, the Gram-sahayak, the Surveyor of the Soil-conservation department and of all the public dealing clerks.

It is also desirable to take a look at the visiting public from the angle of the officials of the administrative departments. They find that the visitors comprise not only of the less-educated simple cultivators' class but they are also of the abrasive stuff. The political transition has evolved a new generation of vocal political who act as contact men. They pester administrative officials in season and out of season for their own work or of others. They expect and clamour for preferential treatment. They seek that their business be expedited out of turn on a priority basis. However their entries on the questionnaire have been found far more reticent as compared with face-to-face conversation. The officials were asked to choose most applicable word to describe the public who visit their department from among; arrogant, humble, quarrelsome, polite, boast political connection. Table XI below gives their ratings :

TABLE XI—*Showing opinion of the officials about the public and their public-contact position.*

Opinion	Direct				Indirect		Total %
	Decision taking %	Enquiry & on ward transmission %	Only on ward transmission %	Decision taking %	Only on ward transmission %		
1	2	3	4	5	6	7	
Arrogant	..	10	07	..	02	19	
Humble	..	06	02	..	..	08	
Quarrelsome	..	07	03	..	..	10	
Polite	..	04	..	..	..	04	
Boast political connections.	01	14	11	..	02	28	
Can't say	02	07	06	02	14	31	
TOTAL	03	48	29	02	18	100	

Positive : Negative :: 1 : 4

This has been for greater clarity cross-tabulated over departments.

TABLE XII—*Showing opinion of the officials about the public and the departments.*

Opinion	Department					Total %
	Revenue %	Exten- sion %	Agricul- ture %	Coopera- tive %	Pancha- yat %	
Arrogant . . .	10	05	02	..	02	19
Humble . . .	03	02	01	..	02	08
Quarrelsome . . .	02	..	01	01	06	10
Polite . . .	..	02	..	02	..	04
Boast political connec- tions.	11	07	04	05	01	28
Can't say . . .	09	08	06	06	02	31
<b>TOTAL . . .</b>	<b>35</b>	<b>24</b>	<b>14</b>	<b>14</b>	<b>13</b>	<b>100</b>

It will be observed that only 70% officials have preferred to record their views. The ratio of positive and negative opinion, which is 1:4, respectively is quite thought provoking. In the presence of such antagonistic feelings the course of public dealing is bound to be full of distrust and dis-harmony.

These are some of the aspects of visiting public, their functional tendencies and the official attitude with which they are usually evaluated and received.

The study evinces the fact that the quantum of public grievance *vis-a-vis* the district administration is at no rate such as may be bypassed. It necessitates immediate attention.

It has been possible to evolve a working classification of public grievance. This may be laid down as under :

#### (a) Structural grievance



This set of public grievance emanates from the administrative structure itself. The responsibility of the officials involved in this respect is found exceeding not beyond desirability. Nevertheless, the public as a consequence is aggrieved. The ameliorative factors would, in such instance be found at policy level.

These may further be subdivided into three categories :

(i) Procedural grievances. During the course of investigation, instances have come to light when service provided to the public has been extraordinarily delayed or has been altogether denied. Land allotment (alluded to in Chapter three), because of its interwined procedure, is delayed to the extent that it gives a feeling to the applicant that his application has been rejected. There were also instances when deserving cases were rejected only for the reason that they were not materially supported.

(ii) Grievances Because of Lack of Coordination. In view of the complex district organisation, effective and prompt service demands coordination. The coordination involved may be of both types: intra-depart-

mental coordination and inter-departmental coordination. At this juncture mention may be made of inter-departmental coordination, which becomes all the more difficult when some of the departments involved are non-official or semi-official departments. An extreme case of grievance arising out of inter-departmental non-coordination was noted during the course of the present inquiry, involving the Agriculture department and the Cooperative department. A cultivator applied to the Deputy Director Agriculture for loan to construct an irrigation well. The DDA recommended the grant of loan and sent the application to the Agent of the Cooperative bank with the necessary endorsement. The application rotated between the Agent, the Cooperative Supervisor and the Samiti Sewak for about 70 days before it received final 'no objection', but by this time allocation of funds for agricultural loan for the year had just exhausted.

(iii) Grievances arising out of workload; it was emphatically stated by the officials that they were pressed because of mounting work. They claim that the heavy workload which they are made to cope with has grossly undermined their efficiency. As a result there is always a spill over of routine work and matters even of urgent nature have to be kept pending. The extent and nature of excessive workload needs to be properly assessed. However, attention may be drawn towards the existing system of recruitment and placement of office staff. At present there is no system of pre-placement training. The office staff is recruited and is assigned duties and is allowed to learn the work out of experience. There is no doubt that recruitment, training and placement are linked with the occupational efficiency. The absence of any sound basis for these may be telling upon the working capacity of the officials causing the piling up of the routine work. The fact, however, remains that many grievances arise because of the inefficiency or delays caused by the workload the officials are not able to cope with. Tables XIII and XIV given below provide an overall picture of the officials' version as to the causation of delay—workload finds a significant place.

TABLE XIII—*Showing reasons for delay and public-contact position of the officials.*

Reasons for delay	Direct			Indirect		Total %
	Decision taking %	Enquiry and onward transmission %	Only onward transmission %	Decision taking %	Only onward transmission %	
Incomplete petitions submitted by the public.	01	13	04	02	05	36
Excessive work load .	02	10	17	..	11	40
Lack of intra-departmental coordination.	..	09	01	..	..	10
Lack of supervision .	..	04	..	..	..	04
No reasons given .	..	06	04	..	..	10
<b>TOTAL .</b>	<b>03</b>	<b>42</b>	<b>26</b>	<b>02</b>	<b>16</b>	<b>189</b>

TABLE XIV—*Showing reasons for delay and the departments to which respondents belong*

Reasons for delay	Departments					Total %
	Revenue %	Extension %	Agriculture %	Cooperative %	Panchayat %	
Incomplete petitions submitted by the public	09	11	02	03	..	25
Excessive workload	15	05	07	06	07	40
Lack of intra-departmental coordination	08	02	..	..	..	10
Lack of inter-departmental coordination	01	04	01	02	03	11
Lack of supervision	..	01	..	..	03	04
No reasons given	08	02	—	..	..	10

This group of public grievances includes those instances which are squarely avoidable. In fact, comprehensive meaning of the term public grievance becomes tangible in this group. Such avoidable grievances are :

(i) **Discourtesy.** The members of the public who transact business with the administrative departments are treated by the officials in a manner which is not very satisfying. The public-members in fact turn to offices when the work which they have is not completed in the routing course. As pointed in the previous Chapter, when the faith of the public members is shaken in the efficacy of procedures they tend to take to personal efforts and visits to the departments. On such visits or on the initial visits they expect that they would receive courteous treatment even if the work may not be completed. As it stands, officials do not brook a very positive opinion about the visiting public, as referred to earlier in this Chapter. It is found that more often than not these public members are subjected to discourtesy of varying degrees. In the context of the present inquiry responding public members were asked to give information on this count. The actual questions put to them and the consolidated opinion which they gave is being given below :—

Your impression about the department you have been in contact with—

Normally officials are courteous—

Most of them ... 07%

Some of them ... 18%

None of them ... 75%

Normally officials are helpful—

Most of them	..	05%
Some of them	..	28%
None of them	..	67%

It will be found from the above ratings by the public members that officials have not been able to create any healthy image on the public mind; and, it leaves much to be desired on this score. The courtesy may be shown in the form of non-attention, unhelpful attitude or harsh words. With the less educated public members harsh, even derisive phrases, are often used. This may be pointed out that public grievance regarding courtesy is seldom given the form of a complaint. To avoid further complications and difficulties, tolerance is better preferred than lodging a complaint.

(ii) Intentional delays. Delays in the administrative organism seem to have crept in institutional proportions. Apart from delays caused by the administrative structure, there are intentional delays for which only the officials are to blame. Officials were asked to provide an account of written or oral public complaint in respect to their working. Table XV gives information on this aspect :

TABLE XV—*Showing officials and the nature of Public complaint*

Officials	Public complaints relating to				Total %
	Delay %	Partiality %	Corruption %	None %	
<i>Field Staff</i>					
Class IV . . .	08	02	02	23	35
Calss III . . .	05	02	02	19	28
<i>Office Staff</i>					
LDC . . .	09	05	01	18	33
UDC . . .	02	..	..	02	04
<b>TOTAL . . .</b>	<b>24</b>	<b>09</b>	<b>05</b>	<b>62</b>	<b>100</b>

The information has been cross-tabulated with the departmental distribution :

TABLE XVI—*Showing public complaint and departments to which respondents belong*

Public complaint relating to	Departments					Total %
	Revenue %	Extension %	Agriculture %	Cooperative %	Panchayat %	
Delay	12	03	03	06	..	24
Partiality	05	01	..	02	01	09
Corruption	01	..	01	02	01	05
None	17	20	10	04	11	62
TOTAL	35	24	14	14	13	100

Ratio—Delay : Partiality : Corruption—5 : 2 : 1. Again, the nature of public complaint is found closely linked with the nature of duties the officials have been assigned with. Still better idea of the public complaint may be had from Table XVII which places it in relation with the public contact position of the officials.

TABLE XVII—*Showing public complaint and public contact position of the responding official*

Public complaint relating to	Direct			Indirect		Total %
	Decision taking %	Enquiry and onward transmission %	Only onward transmission %	Decision taking %	Only onward transmission %	
Delay	01	12	06	02	03	24
Partiality	..	04	04	..	01	09
Corruption	..	04	01	..	..	05
None	02	28	18	..	14	62
TOTAL	03	48	29	02	18	100

While going through the above tables it will be found that 62% of the officials deny that there were complaints against their working whatsoever, though the factual position does not support this. However, those who admit public complaint in respect to their working speak of delays. As per officials' version 25% complaints pertain to delays.

Intentional delays are primarily promoted by two factors. Firstly, some of the officials experience inner satisfaction when public members orbit around them to get their work done. Secondly, the delays can and do give rise to a variety of material and non-material gains. For example, a particular case came to light during the course of investigation about demarcation of land. It was allotted by the revenue department but demarcation was not done for over two years as the opposite interested party was in league with certain officials.

(iii) Irregularities committed for non-material gains. Partiality and favouritism allowed in the discharge of official duties for non-material gains come under this category. A good number of public grievance have been arising only because of this factor. A khadi-clad, a well-dressed or educated man, as it usually happens, gets preference in getting a certain service from the administrative department over a person who is less educated and less articulate. A similar preferential treatment is frequently allowed to acquaintants and politically articulate persons. Such discriminatory dealings are usually promoted by several reasons. This forestalls any possible complications or difficulties that the official may have to face otherwise. Persons with political backing may in case of delay create trouble with the high-ups. It is sometimes believed that to be in good books of influential and well-placed persons is advantageous in the long run. Nonetheless, such preferential treatment is meted out at the cost of the less-educated 76% who are genuinely aggrieved.

(iv) Graft. The illegal gratification or graft as employed here includes both cash and kind. Public grievance in respect to graft is most widespread. It is taken nearly as a normal part of transaction with the administrative departments. Instances have been quoted when part of the calamity relief was retained by the officials. The views of public members were ascertained regarding graft in the administrative departments. The actual question and the ratings are being given below :

Your impression about the department you have been in contact with—

Normally officials do not accept bribe—

Most of them	...	05%
Some of them	...	08%
None of them	...	87%

That is to say some 87% public members have the opinion that officials are prone to corruption and would accept illegal money, if offered, or they will obstruct the business of the person concerned.

Sometimes public members have to offer bribe in the very first meeting related to their work, as will be found from Table XVIII :

TABLE XVIII—Showing the illegal money paid and the first-man of contact

Payment	First man of contact			Total %
	Head of the dept./section %	Appropriate official %	Bottom official %	
Rs. 2 and below	..	..	29	29
Between Rs. 2—5	..	04	10	14
Rs. 5—10	..	03	03	06
Rs. 10—25	01	..	04	05
Rs. 25 and above	..	..	05	05
None or not mentioned	..	..	..	41
<b>TOTAL</b>	<b>01</b>	<b>07</b>	<b>51</b>	<b>100</b>

The process is almost repeated in the second contact :—

TABLE XIX—Showing the illegal money paid and the second-man of contact

Payment	Second man of contact			Not mentioned	Total %
	Head of the dept./sec- tion %	Appropriate official %	Bottom official %		
None	..	06	07		
Rs. 2 and below	..	..	22		
Between Rs. 2—5	..	02	12		
Rs. 5—10	..	01	02		
Rs. 10—25	01	..	02		
Rs. 25 and above	..	..	03		
<b>TOTAL</b>	<b>01</b>	<b>09</b>	<b>48</b>	<b>42</b>	<b>100</b>

Though there is no dependable evidence, it was widely supported that the bottom official is in line with other officials and passes on part of the unaccounted earnings to the higher ups.

In the process of getting the work done, public members are made to offer illegal money in one way or the other. Upto the time of present inquiry those who are included in the sample stated to have spent as under :

TABLE XX—Showing income group and total illegal money paid to the point of inquiry in a particular instance of transaction

Income group (rupees)	Payment (rupees)					None %	Total %
	2 and below %	2-5 %	5-10 %	10-25 %	25 and above %		
25 and below	02	03	..	..	..	05	10
25-50	11	10	03	01	..	18	43
50-100	05	05	03	03	08	11	35
100-200	02	03	..	..	..	06	11
200 and above	01	..	..	..	..	..	01
<b>TOTAL</b>	<b>21</b>	<b>21</b>	<b>06</b>	<b>04</b>	<b>08</b>	<b>40</b>	<b>100</b>

The same information may be placed in relation to the education status:

TABLE XXI—*Showing educational status and total illegal money paid to the point of inquiry in a particular instance of transaction*

Educational status	Payment (rupees)						Total %
	2 & below %	2-5 %	5-10 %	10-25 %	25 & above %	None	
Illiterate	12	17	04	03	08	32	76
Informal	04	01	01	..	..	05	11
I-V	02	01	01	01	..	01	06
V and above	03	02	..	..	..	02	07
TOTAL	21	21	06	04	08	40	100

This is to point out that payment of illegal money is neither linked with the income group nor with the educational status. The payment and the amount of payment depends on the type of work the public members transact with the departments :

TABLE XXII.—Showing type of work and total illegal money paid to the point of inquiry in a particular instance of transaction with the departments

Type of work	Payment (rupees)						Total %
	2 and be- low %	2-5 %	5-10 %	10-25 %	25 & above %	None %	
Adjudication work	12	10	06	03	..	15	46
Land allotment	03	05	..	01	04	05	18
Loans	04	02	..	..	04	20	30
Grants-in-aid	01	04	..	..	..	..	05
Permit or licence	01	..	..	..	..	..	01
<b>TOTAL</b>	<b>21</b>	<b>21</b>	<b>06</b>	<b>04</b>	<b>08</b>	<b>40</b>	<b>100</b>

The 40% of the public members who have been put in the 'None' category also include those who have not supplied information on this count. From the perusal of Table XXII it will be found that in adjudication work with the revenue department and in cases of loans and land allotment, graft plays almost an inseparable role. It may be pointed out that the extent of graft may be even greater than what officials have stated. It is particularly in land allotment that sizable money is passed on to grease the palms of the officer.



## V. REDRESS MECHANISM

Departments connected with public dealings have to put up with public grievances and thereby with public complaints. However, the incidence of public grievances would well be arrested should there be an effective mechanism to combat them. Such a mechanism must perform a dual role: it should operate in such a manner that public grievances are as far as possible, redressed and their possible occurrence in future kept at a minimum; secondly, its activities should go a long way in improving the working and efficiency of the departments themselves.

The redress mechanism of public grievance cannot work without the supervision and control that the heads of the department/section are empowered to exercise. In the absence of sufficient delegated powers to the head of the section, the subordinate staff tends to act with lesser discipline and restraint. Cases of intentional delays by the office staff may not be effectively dealt with by the immediate head of the section should he choose to be effective. The case of Extension department provides a vivid example. The block incharge is the nominal head. He is scarcely expected to exercise any administrative control over the non-technical staff working with him. Another example is that of the tehsildar under whom work a substantial number of office assistants but he has only negligible administrative control over them. Cases of default have to be reported to the Collector.

The Departmental Enquiry Rules are there. But the procedure prescribed therein takes time to the extent that the very deterrent impact of the action taken against a defaulting official is sometime lost. With these considerations in view an incisive look may be taken of the existing redress mechanism to deal with public grievance.

Public grievance is assuaged both by informal and formal ways. A patient hearing of the aggrieved public member and an appropriate and prompt action by the relatively superior official or head of the department/section, would constitute the informal way of redressing public grievance. The informal way of dealing with the public grievance may be found very useful and may check the growing distrust of administration. In the departments under discussion the process is officially accepted as being practised but the responses collected from the dealing public members in the course of the study indicate an element of reluctance on the part of superior officials and sectional heads in hearing dissatisfied public members.

Formal ways to redress public grievance are:

(i) *Scheduled timings.* Time earmarked on all week days or on specified days of the week for hearing public grievances by the sectional heads has several premium points. This practice may give a touch of seriousness to

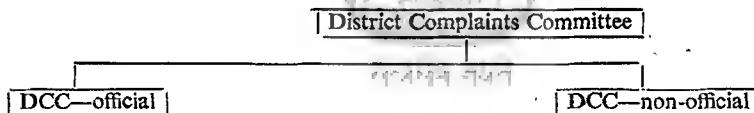
public grievances and a feeling of certainty to the aggrieved public member that his grievance would be redressed. It may also create a positive impact upon the behaviour and dealing of the officials.

At the district head-quarters the Collectors has allocated time to hear complaints between 3 to 5 p.m. on each working day. The timings are also displayed properly. In no other department such practice is clearly adhered to.

The tehsil head-quarters perhaps need such a practice much more. However, neither such timings are given adequate publicity and display nor are consciously adhered to.

(ii) *Grievance cell.* As mentioned elsewhere most of the departments have grown tired of and are seemingly allergic to the mounting "unaccounted work". Complaints lodged are as such given, at best, secondary attention. It is recommended that there should be a suitable grievance cell in all major sections of the executive organization of the district with necessary staff so that complaints and grievances would be dealt with regularly and expeditiously. Officers and officials attached to such cells would find a sense of purpose and specified procedures in expediting them. At present none of the departments/sections are having such organs.

(iii) *District Vigilance Organisation.* In the district there is a Vigilance organization working side by side with the District Complaints Committee. A senior revenue officer is *ex-officio* District Vigilance Officer. The whole structure may be represented as under :



District Complaints Committee—Official. The Collector is the Chairman and the District Vigilance Officer is the secretary. All the district heads of the department are its members. It meets on the 7th of every month but separately from the non-official committee. This organ of the DCC shoulders the task of deciding the course of action to be taken in respect of complaints, expedite preliminary report and review the monthly complaint situation in the district.

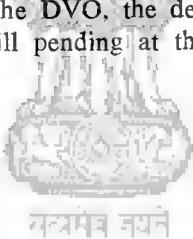
**District Complaints Committee—Non-official.**—The Collector is the Chairman and District Vigilance Officer is its Secretary. All MLAs and MPs of the district are members of the Committee. It meets on the 7th of every month to review the public complaint situation. Its major functions are to classify the complaints received through Ministers, MPs, MLAs, direct the complainants to the District Vigilance Officer, refer these complaints to respective departments, and to follow-up the action taken in respect to them.

Both the organs of the DCC theoretically have time allocation as to the processing of the complaints.

Apart from the activities of the DCC, the District Vigilance Officer also processes the complaints received from the State Vigilance Commission and Divisional Vigilance Officer.

The staff of the DVO is limited to two office assistants. This is too meagre a staff to deal with the work.

The existing vigilance organization in the district is found operating more near to being a transmission office. Complaints received by it from various channels are transmitted to respective departments for enquiry and report. In the absence of requisite staff and necessary powers the DVO is not in a position to conduct enquiries directly. The indirect procedure of conducting the inquiry through the department concerned takes time or the inquiry is allowed to linger on indefinitely. An extreme case of delay in taking action on a complaint lodged may be cited : A complaint against a certain Class One office was lodged on 7-11-64 with the Collector who passed it on to the DVO. The matter was referred to the Directorate at the State level for enquiry. The file has ever since been swelling up with the correspondence between the DVO, the deputy-director and the director concerned but the case is still pending at the time of writing the present report.



## VI. SOME CONCLUDING REMARKS

The foregoing case study of three representative departments brings forth the conclusion that delay, lack of coordination, courtesy, graft, preponderance of the contact, men and, interference by the local or distant political bosses are some of the major problems faced by the district administration. The variety as well as the intensity of public grievances is attributed by the members of the public to certain causative factors. The members of administration relate these problems to certain procedural or structural faults of the administrative machinery. The hard truth of the matter is that grievances do exist both for the administrators as well as for those who are administered. It would be in the interest of Indian democracy if those causes that generate grievances are removed and some remedial measures immediately taken.

The measures to improve district administration and to minimize the force of the factors responsible for public grievance may be summarized thus :

**Strengthening of Tehsil Administration.**—The Tehsil administration requires strengthening without delay. There should be more vigilance over tehsil administration than exists today. Every unit at the tehsil headquarters and below should have qualified and adequate staff. Tehsil staff should be rigorously supervised specially when the principle of decentralization of power has to take effect at the tehsil level and below.

**Consolidation of Panchayats And Local Bodies.**—Bureaucracy alone at the district or tehsil headquarters cannot deliver the good to the public. There is need to decentralize administrative power and to equip the panchayats and other local bodies with more powers and functions. Local bodies must act as effective organs of administration for the community at large.

**Workload.**—Workload of the officials needs reassessment and redistribution for the sake of efficiency and fixation of responsibility. Some of the unnecessary and time consuming functions, e.g., the Collector attending on the political dignitaries on tours, signing the casual leave of a peon or that of signing of the Nazul lease on behalf of the Governor, and many more of this kind, are to be eliminated. Thus, the officials will have more time to devote to their assigned work. The reassigned work must be properly supervised and the defaulters must be brought to book, without fear or favour.

**Suppression of Graft.**—Our study has conclusively proved that corruption is rampant in the administration. Effective steps to check this growing evil are urgently needed so that public confidence in the purity and uncorruptibility of administration is quickly restored. Cases of corruption

should be judiciously and speedily dealt with irrespective of the consideration as to who is involved in the guilt. Delay caused by dilatory tactics or in the name of procedure in dealing with corrupt officials minimizes public confidence in administration and justice.

**Adequate Publicity of Procedures.**—Some of the grievances like delay or contacting the wrong person in the office crop up because the public are unaware or ignorant of the office procedures. The villagers, ignorant and illiterate as they are and who constitute the bulk of the population in the district, need adequate publicity of the procedures. Procedures that have a direct bearing on the life and economy of the citizen can be given wide publicity with the help of the Gram Panchayats and other local bodies. This in turn envisages enlightened office-bearers for the Panchayats.

**Coordination Between Official and Non-Official Agencies.**—It is easy for the Collector to control and coordinate the work of the department under him but non-official agencies like the Co-operative Banks and Co-operative Societies are allergic and feel repugnant to official interference and control. It goes without saying that Co-operative Banks and Societies play a vital role in the life and economy of the villagers. Unfortunately, it is in these non-official agencies that grievances find a fertile soil. In order to remove a major segment of public grievance it is felt necessary that the scope and extent of co-ordination between the official and non-official agencies must be re-examined and redefined.

**An In-built System of Grievance Cell.**—An in-built system of a grievance cell in each department should constitute the institutional framework of the proposed administrative structure. Care must be taken to ensure the effective working of the cells.

**Elimination of the Contact Man.**—The activities of contact men, political or otherwise, have tended to cast a demoralizing influence on the officials and administration. Deterrent punishment must be prescribed for such agents who indulge in seeking violation or circumvention of the laid down procedure. At the same time, an official who withholds quick disposal of papers must be given exemplary punishment.

Finally, a vigorous and vigilant check, through suitable mechanism on the traditional citadels of corruption and other public grievances (Departments like the Revenue, Licencing, PWD, Police and Land) will be a welcome step on the part of the Government to instil confidence among public.

## APPENDIX A

## Questionnaire

The questionnaire is designed to be filled in by the Head of the department, section or unit at district level or below. The information supplied in this questionnaire shall remain anonymous, shall be treated as confidential and shall be used only in administrative analysis purposes.

Name \_\_\_\_\_

### Designation

**Department/Section**

#### 1. Departmental organisation at district level and below:

Designation Sex Payscale Nos.	Appointing authority	Action you can take in respect of staff
	Suspend	Fine Remove/
		Dismiss
a. Executive Staff		
(1)		
(2)		
(3)		
(4)		
(5)		
b. Office staff		
(1)		
(2)		
(3)		
(4)		
(5)		

2. Please describe pyramidal hierarchy up from you to the State-level.

- (1)
- (2)
- (3)
- (4)
- (5)

## Yourself

3. Relationship of your department with the Collector. Please check.

- (a) Directly under the Collector (mentioned in 2).
- (b) He is a *ex-officio* in charge at the district 1.
- (c) He serves on the regulatory body.
- (d) He serves on the advisory body.
- (e) None.

4. Major public-services provided by your department from public utility point of view, in order of precedence. (grants-in-aid, loan, licence, land-allocation advisory/inspection service and the like).

- (1)
- (2)
- (3)
- (4)
- (5)

5. In a public service department as that of yours what makes, you will agree, for the intrinsic structure is the procedure, that is, in order to benefit from the service, to whom one should apply, who will receive the request, who are the respective persons whose comments/remarks will be required, who is the granting authority and then the channels through which the service will be finally made available. Please describe the service-procedure adopted by your department in rendering services mentioned in 7 and the time it takes under normal conditions. In case the list is a long one restrict yourself to first three items:

- (1)
- (2)
- (3)

6. Does the service procedure of your department involve any coordination with other departments? If yes, please specify.

7. Would you please suggest ways by which the public service of your department may be rendered more expeditious, more efficient?

- (a) Ways feasible within your department.....
- (b) Ways possible outside your department.....

8. In public dealing, public grievances oral or written are perhaps an unavoidable feature. Would you please order the public grievance your department has to put up with below according to their magnitude?

(1) Relating to	no. per week, approx.
(2) "	" "
(3) "	" "

9. What action do you normally take to redress the aforementioned grievance, both formally and informally? Please give details.  
Is there any particular cell in your department to deal grievance?

10. Would you please suggest ways to reduce the occasion of public grievances?

- (a) Feasible within your department.....
- (b) Relating to other departments.....

11. Do you find some factors bothersome in running your department efficiently? Please specify.

- (a) From within the department.....
- (b) From outside the department.....

*Questionnaire*

(The questionnaire is designed to be filled in by the officials working with various governmental departments, sections or units at district level or below. The information supplied in this questionnaire shall remain anonymous, shall be treated as confidential and shall be used only in administrative analysis purposes).

Designation

Department

Pay scale

Appointing authority

1. Could you please broadly enlist your official duties?
2. Are you one directly dealing with the public? If yes, please give particulars about the nature of dealings you transact.
3. Is anybody supposed to report to you orally or in writing for routine official business? If yes, who is he or those?
4. To whom do you, orally or in writing, report the routine work? What do you report?
5. With reference to question No. 1, how much time a public-paper normally takes to receive your comments/report and pushed to next man?
6. Are there any delays involved in expediting these public papers? Please state reasons for it.
  - (1)
  - (2)
  - (3)
  - (4)
7. Could you suggest ways to get away with the aforesaid delay?
  - (a) Feasible within your department.....
  - (b) Dependent on other governmental departments.....
8. In your opinion, public who come to your department are:  
(Please number the words in order of applicability).
  - arrogant
  - humble
  - quarrelsome
  - polite
  - boast political connections
9. Have there been any occasions of public grievance arising out of your working? If yes, please order these below according to their magnitude.
 

(1) Relating to	no. per month, approx.
(2) ,,	" "
(3) ,,	" "
10. Could you please suggest ways to reduce the occasion of these grievances?
  - (a) Feasible within your department.....
  - (b) Dependent on other government departments.....

11. Do you find some factor bothersome in the course of performance of your official duties? Please specify.

(a) Within your department

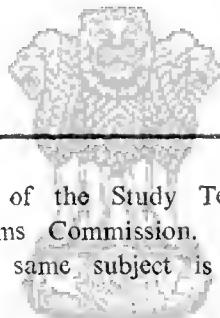
- (1)
- (2)
- (3)
- (4)

(b) Outside your department

- (1)
- (2)
- (3)
- (4)



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This is a report of the Study Team appointed by the Administrative Reforms Commission. The report of the Commission on the same subject is a separate document.

नवायन